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The State Key to Relief

A Challenge to Forty Legislatures to Meet the Winter's Needs

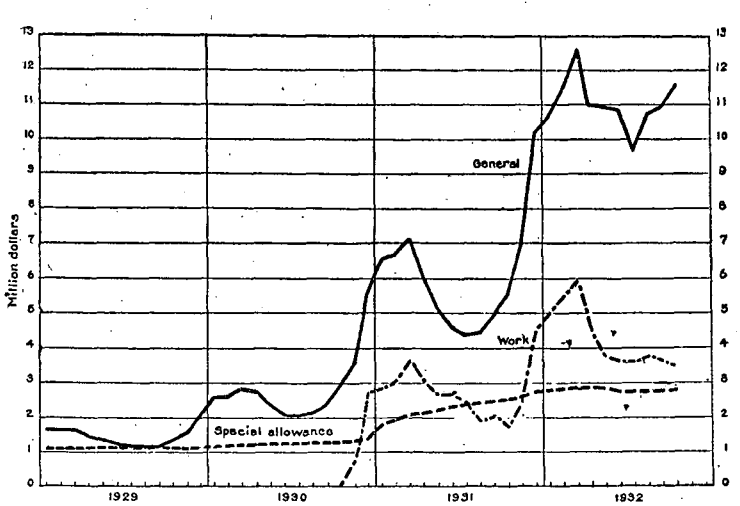
By NEWTON D. BAKER

Chairman National Citizens' Committee for the Welfare and Relief Mobilization of 1932

IN the three years during which unemployment has unbalanced the budgets of American citizens and of public and private relief agencies, expenditures for relief have just about doubled each year. According to the compilations of the United States Children's Bureau, expenditures in 1930 almost doubled those of 1929, and those of 1931 more than doubled those of 1930. Final figures for 1932 promise to be double those of 1931, or eight times those of 1929. If this ratio continues, our 1933 expenditures will be sixteen times those of four years ago. Whether or not so great an increase will be necessary or possible no one now can say. We do know however that a considerable increase will be imperative. Where increased funds are to come from, especially during the next four months when the distress of this winter will reach its peak, becomes therefore a matter of immediate and practical concern.

The results of the community chest campaigns [see page 21] and of the emergency relief campaigns in cities without chests, indicate that no general increase in voluntary gifts can be expected. The help of neighbor to neighbor, the uncounted ways in which the poor help the poor will continue, but for the large sums necessary to carry the bulk of the increase in obligatory relief we must, it seems, look elsewhere than to private givers.

Observing the financial plight of many of our large cities where relief needs are heaviest, we must admit that no substantial increase can be anticipated from municipal funds. Real-estate taxes are the chief source of municipal revenue. Any increase in them at this time cannot and will not be borne. That will merely increase tax forfeitures and the number of homeless poor. Municipal economies, however drastic, will do no more than maintain the going municipal government. They cannot be looked to for increased relief funds.



The amount of relief about doubles year by year during the depression. The chart shows the amount of relief given by 247 general, 87 special-allowance, and 50 work-relief agencies from January 1929 to October 1932. Figures and chart by the United States Children's Bureau

Funds made available through the Reconstruction Finance Corporation have carried a large share of the relief load these past five months, and will continue to carry it during the months ahead. Whatever opinion one may hold on the necessity and desirability of changing the base and extending the reach of federal aid there is, in the opinion of interested Congressional leaders, small likelihood of any alteration in policy during the life of the present Congress. Increases in total relief funds from this source

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must probably, therefore, be on the basis of what is now in sight, allocated by the existing machinery and according to the present law.

"We will see to it that people do not starve," say our communities—and they mean it. But in a sort of panic engendered by rising need, by shrinking local funds and by the legal limitations upon R. F. C. policies, they turn to measures which threaten to cut the life out of the social services which have become a distinctive and necessary part of our American life and they overlook almost entirely the resource which seems to offer the most definite and immediate prospect of lubricating the whole situation. I refer to the direct use of state funds for relief.

TO bring more R. F. C. money into the relief situation this winter, to get more adequate total relief funds where they are needed, to ensure more effective relief administration and to save the social services of the hard pressed communities we must, I am convinced, have more state fiscal participation in the relief program.

Many states have taken the position that by using their credit and borrowing from the R. F. C. they have a stake in the situation even though they have as yet made no use of their own tax resources. There is something to be said for this theory, but in practice, at the present critical moment, it does not tend to limber up R. F. C. funds as a relief resource. There is abundant evidence in the five months record of R. F. C. loans for relief that the more a state does the more it gets. The three states, Illinois, Pennsylvania and Ohio, that have received the largest sums from the R. F. C. are the three among the thirty-six that have been granted loans, that have dipped most deeply into their own pockets. All the states have not the same taxing authority but as was said at the November conference in Chicago called by the American Public Welfare Association, "There is probably no state that cannot assume some share of the financial responsibility for unemployment relief."

The R. F. C. in its instructions to governors applying for funds for the period from January 1 to February 28, 1933 stated:

> It is plainly the intent of the Emergency Relief and Construction Act of 1932 that funds shall be made available by the Reconstruction Finance Corporation not in lieu of but merely supplemental to local and state funds and private contributions. Many states have regular or special sessions of their legislature in prospect by which state and local relief funds can be made available. Therefore, an outline of the legislative program to produce this result is especially important, in order that the Reconstruction Finance Corporation may determine its course of action.

It thus becomes clear that the way for each state to get the maximum of available R. F. C. funds into this winter's relief is to formulate with all possible speed a policy for relief in which its own funds will have a part. Without such a policy no state should reasonably expect to finance its increased relief load through the R. F. C.

The purpose of such a policy must obviously be to increase the total available relief funds and to bring them to the point of adequacy. Therefore while the reimbursing principle has its uses it will not, in this fourth year of depression, with depleted city and county resources, meet the whole situation. New York, the first state to put its own funds into relief, started out with a fairly rigid rule on reimbursing which it now finds entirely too rigid. New York state reimburses its counties and cities for 40 percent of their relief expenditures, but this 40 percent goes back not into the relief funds of the localities but into their general funds which may be used for any purpose whatsoever. This rule, during the first year of the state relief administration, undoubtedly released larger local funds than would otherwise have come to light, but evidence is accumulating that with falling tax collections and gaping budgets it must be relaxed if state aid is to be in fact an addition to local funds. Lawson Purdy, chairman of the New York City Emergency Work and Relief Administration, through which state allotted funds pass, recommended to Governor Roosevelt that in order to increase total relief funds in the local communities the 40 percent reimbursement by the state be raised to 60 percent, that these reimbursements be segregated in the local treasuries and be used exclusively for relief and that 40 percent of the state fund be freed from the reimbursing rule and expended at the discretion of the State Temporary Emergency Relief Administration.

Opponents of federal participation in local community relief are fearful that funds disbursed so far from their tax source will be handled with less responsibility than if local tax monies or contributions are directly involved. They tell us from time to time of some local welfare official, ill-equipped by experience to deal with a large situation and unsupported by clear state policies of administration, who is turned into a sort of Santa Claus by an allotment of R. F. C. funds from his governor. But we also hear from those states which have joined a good quota of their own funds to those of the R. F. C. that by such addition more uniformly effective administration has been secured together with more adequate relief.

THE magnitude and spread of the current relief problem has exposed the weakness of our system of unsupervised local public-welfare administration with its frequent inequalities of resources and needs. It has also revealed the virtues of clearly enunciated and controlled state policies equipped with fiscal teeth. I am convinced that the admixture of state appropriation with R. F. C. loans will not only increase the total available relief funds of the communities but will ensure higher and more equable relief standards and more effective handling of all the funds in the common pool.

The preservation of local social services other than relief may appear to be a somewhat remote product of state participation. But to me it is evident that unless this winter's imperative increase in unemployment relief can be lifted from local resources by state activity and hence by larger R. F. C. loans our whole distinctive American organization for human betterment will be crippled if not demolished. I submit that so long as state resources for relief remain comparatively unimpaired it is indefensible to drain the life-blood from our character-building, health and preventive organizations whose service in and out of the emergency no intelligent person can question.

And yet with relief needs mounting, with R. F. C. funds drawn on less than they might be by appropriate state action and with state funds in the balance the tendency is to do an amputation on the total community service fund with the pious hope that the patient will not die under the knife. In my own city of Cleveland our community fund fell nearly half a million short of its goal which represented minimum budgeting for the essential services of the member agencies. To deal with this shortage the fund has cut 12½ percent from the budgets of all but relief agencies for

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a period of two months. This allows a little time to see what will happen. If adequate R. F. C. and state funds take the estimated increase in relief load from private funds, the cut need be only temporary. If they do not, a whole range of services will be seriously impaired at the time when the community and its people need them most.

The chest in Washington, D. C., likewise fell short by half a million. Instead of an immediate cut of agency budgets the chest has added half a million to the estimates of needed public-relief funds to be asked of Congress. If the appropriation fails, the relief deficit will probably have to be absorbed at the expense of other services.

It is not only private services that are endangered. Some of our hard-won gains in public welfare are threatened with the knife. From certain up-state New York counties come reports that short-sighted local economists have discovered that it is cheaper to put a mother's-aid case on direct relief than to treat it through the approved methods of the established board of child welfare. The state reimburses 40 percent toward direct relief; it reimburses nothing on account of mothers' aid. By transferring the case the county saves itself some money, but the total relief fund is not increased and a principle is abrogated. As this is written, the governor of New Jersey is proposing to transfer the state's old-age relief cases to the Emergency Relief Administration, thereby cutting into funds available for unemployment relief and changing the pattern of a service which was difficult to establish and which will be difficult to restore.

Within the next few months some forty state legislatures will meet. The immediate fate of our whole relief and welfare program seems to me to rest with those state bodies. Under these circumstances the R. F. C. policy toward state participation, is necessarily becoming more exacting. Most of the states anticipating R. F. C. funds for relief will be obliged to come to the Corporation for additional funds while their legislatures are actually in session. The R. F. C. in its instructions to governors has indicated that pressure for state action will be exerted. Procrastination, log-rolling and alibis will not stand. The winter's bitter necessities are steadily rising and local community resources are falling. We have available a considerable body of experience in state-relief administration to indicate the direction which state action should take if it is to utilize to the utmost R. F. C. funds, to increase total relief funds, to strengthen effective administration and to save our vital community services from dismemberment. The key to the whole immediate situation seems to rest with those forty state legislatures. Prompt and vigorous action on their part will break the vicious circle in which our whole relief and welfare program is caught.

Consumers of Medical Services

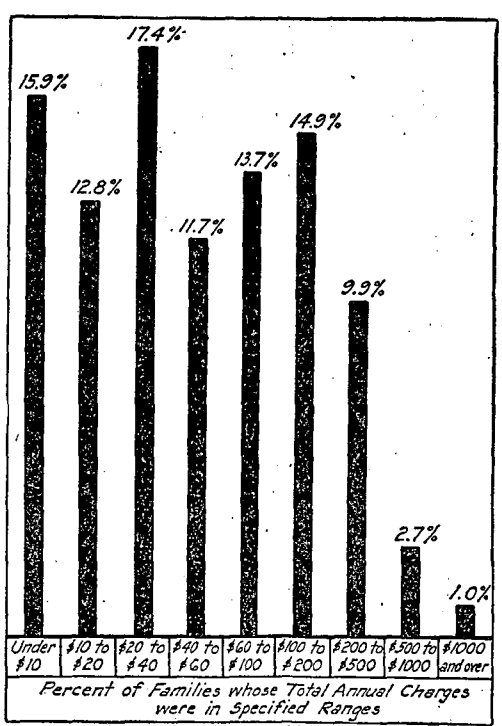
By JAMES P. WARBASSE, M.D.

President the Cooperative League of America

THE time was when a single doctor could encompass pretty much all of the knowledge and art of medicine. That was in the days of the good family physician. Now nobody can know it all nor skillfully practice the whole of that art. On the other hand, industries have been intensified and united in the interest of efficiency and economy. But medicine is still carried on much as was industry in the days of the hand-loom.

The sick man who seeks medical advice goes from one place to another collecting the information on his case until he has assembled enough to tell him what the trouble is or what may be done to make him well. This method is so expensive that only the rich can afford it. Medicine has much to offer, but the average patient can not buy all of its advantages. He usually dies without them. And the average doctor has to earn a living and cannot afford to give the average patient all of the benefits of medical art. As a result, the costs are so great that people defer sending for the doctor until disease is well established, there is an unnecessarily high mortality, and in the end the doctor is poorly paid for his services. There are exceptions; this is the rule.

Still more deplorable is the fact that medical knowledge, the accumulation of the ages, acquired out of the suffering and deaths of our ancestors, is treated as private property and peddled by doctors competing for business with one another like tradesmen in the market places.



Charts by Courtesy Harper & Brothers

The uneven burdens of illness

These deficiences are slowly remedied. Centers for group action are developing. This is seen in hospitals and clinics. To make medicine more accessible to all, the state is more and more supplying the need. Consumers' societies, medical syndicates and guilds, insurance associations, corporations, trade unions, fraternal organizations and many other groups representing patients and doctors have arisen in the interest of each.

The new book by Evans Clark[1] deals with this subject. This book describes the defects of the competitive method in medicine. Much information on group practice is collected. The costs of medical care

[1] *How to Budget Health*, by Evans Clark. Harpers. Published under the auspices of The Twentieth Century Fund, founded by Edward A. Filene. 328 pp. Price $4 postpaid of The Survey.

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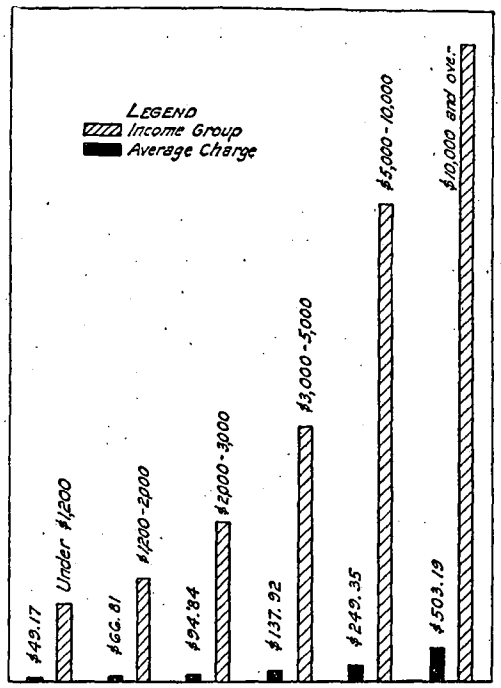
and the incomes of physicians are analyzed. Mr. Clark wisely says: "So acute is the problem and so grave the dissatisfaction with existing facilities that the compulsion of the state may be invoked before private and voluntary action has had a chance to demonstrate its own capacity."

While medicine is the most radical of the arts, the medical profession has never applied to its own conduct the scientific methods which it employs in solving biological problems. The physicians, while applying scientific methods to the diseased human body, refuse to use those same methods in solving the problems of a sick social body. They insist on employing emotion in place of science and on following the methods of the business world which have brought humanity into a morass of distress.



Medical bills vs. family income

We learn from this book that the total plant investment in equipment for medical service in this country amounts to nearly six billion dollars, that about one third of the deaths are preventable, that the majority of people have some pathological condition, that the ratio of physicians to population varies from 1 to 282 in the District of Columbia to 1 to 1431 in South Carolina, that doctors in the United States have an average net income of about $5000, that the incomes of most doctors are less than $2500, that the average expenditure per family for medical service and materials is $108, and that doctors have difficulty in making a living from the patients they treat and that patients have difficulty in getting the treatment they need.

Mr. Clark shows that medicine, in the United States, in terms of number of personnel and value of service and capital investment, is only exceeded by five other industries. That means, with its 143,000 physicians and the expenditure by the people of nearly four billion dollars for medical service, medicine is an important business.

The plan of organization recommended is the guild method, exemplified by groups of doctors such as the Mayo Clinic, with the addition of periodic examinations and a fixed annual fee. Control by the doctors is stipulated. This is to be seen in process of development in all parts of the United States. It is in line with the natural tendency of economic combines and mass production and certainly corrects many of the disadvantages of the prevalent competitive system. Where doctors are thus united, the patient is spared shopping about from one expert to another, records and facilities are grouped at a focus, consultations are facilitated, bookkeeping and costs are reduced, treatment is closely related to diagnosis, and time is saved. One of the most important results is that doctors are removed from economic competition with one another; their fiscal interests are pooled and each takes out of the profits his stipulated share.

There are doctors who fail to realize that they live in a changing world and would fight to maintain the expiring system. They go so far as to assert that such group medicine is detrimental to the best medical standards, subversive and revolutionary. They do not see that it is they who are promoting revolution; for what is called revolution is but the decay of a dominant system and the chaos associated with its collapse.

Mr. Clark favors the syndicalist principle so often tried and so often found wanting. Workers' control has been attempted in the mediæval guilds in Europe, in the self-governing workshops, the workers profit-sharing or cooperative producers' industries in Great Britain, and in the more recent attempts of the syndicalists in Italy and France. Workers' control, whether in commodity or service production, is profit business. If the business prospers there has always been the disposition in the industrial guilds to hire service which was not permitted to share in the profits and control. The same thing is observed in the medical guilds. The business, develops from classes, seeking their own economic advantage from the community.

The only sort of industry that is conducted for service and not for profit that is not carried on by the state, is some form of non-political organization of the consumers. This latter is found in the consumers' cooperative societies. These organizations have developed medical service to a high degree of perfection. Their successful medical institutions are to be seen in many countries. Their clinics, sanatoriums, laboratories for research, and hospitals are fine examples of medical practice and health protection. In these institutions the ownership and control rests in the patients and the prospective patients—the consumers—who can be expanded into the whole of society. The physicians are of a high class and are organized in workers' guilds to protect their own interests and standards. These health services are not isolated but are directly connected with the more significant agencies of health—the supply of food, housing, recreation, education, insurance, and pensions, and the general economic life. Consumers' cooperation is not a theory but a steadily growing system. More than 230,000 of these societies, with 70 million members, in 42 countries are united in an International Alliance. Their efficiency should not be ignored.

The plan offered by Mr. Clark can be taken by a community of people who wish health protection, and applied by them to the organization of the doctors for the service of the community. The people have to pay all the bills, they are the employers, and they and not the employes are best fitted to control.

The consumer has been forgotten long enough. It has been private and privileged interests, doing things for and to the consumer, that have brought the world to the pass in which it now is found.

This book is rich in information. Its defense of the report of the Committee on the Costs of Medical Care is admirable. It will serve in helping toward an understanding of the social medical problem. The ideals which it holds up and its practical facts are needed at this time when reorganization of the economics of medicine is imperative.

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Cleveland's Clinic Plan

THROUGHOUT the country hospitals and clinics are facing the questions charted below in an appeal from the United Hospital Fund of New York City: Must they turn away the sick poor, or lower standards, or can some way be found to meet the widening gap between income and costs? For the group of hospitals in nine areas reporting to the Federal Children's Bureau patients' payments in 1931 shrunk 8.6 percent from the 1930 figures; they constituted only 40 percent of institutional income, leaving 60 percent to be borne by dwindling public funds and endowments or by private givers. Patients' poverty is putting a heavy strain also on the incomes of doctors in private practice, which dropped 20 percent in 1930 and further and faster in the first quarter of 1931 according to figures compiled by the Committee on the Costs of Medical Care.

Facing immediate dilemmas raised by such facts as these and also the long-range problems of constructive relationships between physicians, social workers, patients and clinics, Cleveland adopted a new plan for dispensary admissions on July 1, 1932, following six months' conferences between Academy of Medicine, Welfare Council and Hospital Council. The intention is that the social agencies shall make use of the private physicians for patients who in normal times would make acceptable arrangements with a private doctor.

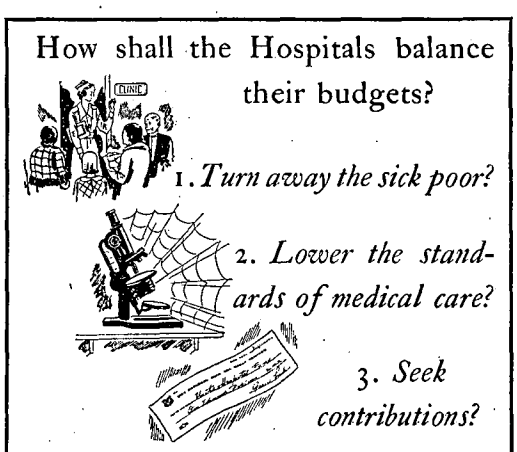
Under the plan social workers in the agencies and the outpatient departments of the hospitals agree that all new patients applying for clinic care will be referred back to their private physicians if they have had them. (No time limit is set; the social worker uses her discretion.) If the patient has not had a private doctor but may be able now or ultimately to pay something toward private care, he is referred by the social worker to a neighborhood physician listed by the Academy as willing to cooperate in the plan. The social worker gives the patient a slip to take to his family physician or a physician on the list. The doctor may treat the patient for the fee which he and the patient agree upon as fair; or he may treat the patient without cost or on a basis of deferred payment; or he may sign the slip and refer the patient back to a dispensary if neither of these courses is adopted. A Central Committee, composed of representatives of the Academy, the Hospital Council, Welfare Federation and Jewish Welfare Federation handles the traffic and passes on individual problems submitted by social worker, patient or physician as need arises.

Sufficient time has not yet elapsed to give conclusive answers as to the results of the plan. In answer to letters of enquiry recently sent out by the Welfare Federation, Dr. Harold J. Knapp, commissioner of health, declares that the Division of Health had found it "reasonably satisfactory." C. S. Woods, superintendent of St. Luke's Hospital, writes, "Our experience has convinced us that it preserves every important prerogative which the dispensary possesses. We are led to conclude that it is advantageous to the patient, to the physician and to the public." P. J. McMillin, superintendent of City Hospital, finds that while some patients hesitate to return to physicians to whom they already owe money, in general the plan has worked well, as does Margaret E. Hull, home-service secretary of the American Red Cross, on the basis of limited experience. Lucille K. Corbett, secretary of districts for the Associated Charities, writes that "the district secretaries are inclined to feel that the plan is working out satisfactorily" though they have had some difficulty in obtaining dental care and medicines prescribed by private physicians, and there is more inertia of the client to overcome in this process than in the somewhat simpler procedure of direct reference to a clinic.

Mrs. Charles W. Webb, director of the social-service department at the University Hospitals, believes that the plan has encouraged mutual understanding between doctors and social workers, and helps to keep up "a normal doctor-patient relationship with those patients who can and should maintain it." Mrs. Webb and Dr. H. L. Rockwood, director of Mount Sinai Hospital, raise the query of what is happening to the patients referred to private doctors and not re-referred to the clinic: are they actually getting care, or have they dropped out somewhere along the line? A study of this sort, following up 150 patients, is now under way.

H. Van Y. Caldwell, executive secretary of the Academy of Medicine reports that sampling of the forms sent to the Central Committee and contact with individual workers indicates that about 24 percent of the patients sent to private physicians by dispensaries and other agencies are being returned to dispensaries, leaving approximately 75 percent "who, we hope, are being kept by the private physician."

"The reception accorded the plan by individual physicians varies," Mr. Caldwell writes, "but apparently in most cases the physician is cooperating willingly. There have been no serious complaints and no large number of complaints either from patients, agencies or physicians. Several individual problems have arisen which have required individual decision. The new admissions to some of the dispensaries have decreased considerably. This may be due to one or all of three factors: adoption of the present admissions plan, adoption of other methods at the dispensaries to eliminate a percentage of admissions and another unusual drop in the sickness rate in Cleveland. Apparently the primary purpose of the plan is operating, namely: to help decrease the burden or load on dispensaries and to bring back into the practice of the family physician a large number of individuals who otherwise for one reason or another would have become dispensary patients." Medical societies of Akron and Canton, Ohio, are seeking adoption of this plan in their communities.


How shall the Hospitals balance their budgets?
1. Turn away the sick poor?
2. Lower the standards of medical care?
3. Seek contributions?
United Hospital Fund of New York City

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Living on a Surplus

Idle Labor Exchanged for Excess Crops by California Cooperatives

By J. STEWART BURGESS

Professor of Sociology, Pomona College, Claremont, California

ON a March morning in 1931 W. T. Birchfield, an old Klondike gold-digger, veteran of the Spanish War, was wandering around the environs of Los Angeles looking for food for his family. A Japanese rancher permitted him to fill his sack from the vegetables rotting on the ground for lack of a market. With his load on his back the old miner hurried home, to share his good luck with his neighbors. Then and there was born the idea which in a few months developed into a well-organized undertaking through which the unemployed of Los Angeles County are striving by cooperation and barter of labor for food to pull themselves out of the demoralizing slough of inadequate relief.

The Unemployed Cooperative Relief Association, child of that first sackful of vegetables, had by mid-October 1932, thirty-one branches in Los Angeles County supplying food to some 120,000 people, with the number of affiliated groups increasing daily. Seven other California counties had effected organizations equally lusty, with state conferences to widen the base of cooperation. Late in the summer the County Food Administrative Council, local division of Governor Rolph's State Council, was cooperating with the already active and vital local units. An appropriation from the Board of Supervisors of Los Angeles County of $10,000 for gasoline solved many problems, for gasoline is, it appears, about the one indispensable which can't be bartered for in one way or another.

It is not necessary here to follow in detail the course of events by which this movement grew to its present proportions. Throughout it was spontaneous, from the inside out, finding its challenge in the anomaly that able-bodied men should be hungry in a land of plenty. The first group, the Birchfield's neighbors, began by sharing the food collected in sacks. When W. T. Downing, owner of the Compton Moving Company, offered the group the use of an empty warehouse and an idle truck the movement took on form and substance.

This same warehouse at Compton is still the headquarters of Unit No. 1 of the Unemployed Cooperative Relief Association. Just inside the door hangs the sign, "He that does not work let him not eat." But the family that asks for food is fed first, with the work to follow. Three days work, of three or four hours each, is the measure of food for a family for a week. If a man, after registering, fails to report for three consecutive days his name is dropped from the cooperative.

The day begins at dawn at Unit No. 1. Four secretaries are on the job registering new applicants, recording hours and kinds of work reported by members and checking food orders. Squads of workers with their foremen go out at seven o'clock daily to the tasks assigned to them. Some of these are contact men who scour the countryside for surplus food and arrange the terms of barter by which this surplus may be transferred to the cooperative storehouse. Sometimes the work squads will do general clean-up on a ranch, again they will harvest the best of the crop for the rancher in return for the seconds or thirds.

Here is a sample of the intake of produce at Unit No. 1 on a Saturday morning late in August.

1 crate beets	2 crates lettuce
2 tons cabbage	6 sacks onions
66 boxes celery	39 boxes peaches
4 lugs corn	5 crates radishes
12 boxes carrots	1 sack salt
3 sacks cucumbers	14 lugs tomatoes
70 boxes pears	1¼ tons rhubarb
15 sacks potatoes	11 boxes turnips

In this warehouse is an auto-repair shop, a shoe-repair shop, a small printing shop for the necessary slips and forms, and the inevitable woodpile where cast-off railroad ties are sawed into firewood. Down the street, in another building, women are making over clothing that has been bartered in. In another they are canning vegetables and fruit—Boy Scouts of the Burbank Unit brought in empty jars by the wagon-load. In the community kitchen the cooks prepare a midday meal for any members of the local unit who wish it, anywhere from 150 to 200.

Behind the bins of cabbages, oranges, squash, carrots and what-not, and the stack of Red Cross flour in the warehouse a detail of twenty men is piling a truck with oranges to be exchanged at Stockton for a load of potatoes. The use of trucks, obtained by bartered labor, has made possible a system of daily exchange between the units. Fish from San Pedro, citrus fruit from Compton, tomatoes from Wilmington increase the variety of food available at the centers of distribution.

WHILE the chief method of securing supplies is by bartering labor for produce large surpluses have been obtained by donation. The Rivera Fruit Growers and Packers Association donated 500 boxes of oranges to the Compton unit. Knudson's Dairy supplies daily 800 pounds of cottage cheese and 2100 gallons of milk. A twenty-three-acre farm has been lent to this Unit and is under cultivation. The Brea Unit also has the use of a farm. The four leading tire companies of Los Angeles, approached by the Cooperative Association, agreed to donate a quantity of tires. Negotiations are now on with other companies, notably a chain of men's clothing stores, for contributions of unsold stock.

This whole enormous exchange operation runs practically without cash. The total cash expenditure at Compton, Unit No. 1, for the month of September was $38. Local officers receive no pay and they, like everyone else, are pledged not to sell the food they receive. One officer who broke this pledge is facing a term at San Quentin prison. It is extraordinary how little cash is necessary when there isn't any. Take for instance the matter of telephone calls which would seem to be a legitimate item of expense in so large a business. Not at all. In the first place the Association didn't have any money; in the second it had the bright idea of M. P. Rathborn of Pasadena, a war veteran, who organized the amateur radio broadcasters of the county to make known the surpluses and the needs of local centers.

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Not as efficient perhaps as the telephone, but it works.

The rapid multiplication of independent units growing daily more inter-dependent naturally called for the organization of a central county council and for the definition of the aims of the local units. The Los Angeles Council, made up of three delegates from each unit with a forceful and adroit president, C. M. Christoffersen, who in happier days was a building contractor, now has an office in the Daily News Building but holds its weekly meetings at different centers. A meeting in mid-October in a vacant store with the delegates sitting on empty boxes is typical of the virile and effective democracy which prevails. The discussion, lasting nearly four hours, was earnest and vigorous, turbulent at times, but never out of the chairman's control. The agenda included:

Reports of committees dealing with bread, groceries, milk, fish, gasoline, oil and broadcasting.

Disputes regarding the failure of the Fish Committee to secure adequate cooperation with the San Pedro unit in putting fish in cold storage at proffered facilities at Wilmington. Issue of rights of local units vs. central organization fought out. Referred to executive committee.

Proposal to protect against the use of script by some cooperating groups. Heated discussion regarding the scope of activity of the movement. Decision to drop the subject. Principle established of each local representation voting as instructed by its unit.

Recall of vice-president charged with ineffectiveness petitioned by seven units. Debate on procedure. Principle of fair trial before judicial committee established. Matter referred to executive and arbitration committees.

Announcement of dance and concert for unemployed in Los Angeles and at Huntington Park. Unemployed musicians to supply the music.

The purpose and philosophy of the whole movement is clearly set forth in the preamble to the constitution of the State Council:

This organization is formed for the purpose of cooperation of the membership associations and to aid in their work. To observe the laws of the nation, state, and/or community and render all aid possible. To do unto others as you would have done unto you, pass not judgment on anyone or anything without a fair and impartial trial: to protect and assist in maintaining a living wage for all able and willing to work: to protect and assist all existing business establishments, in securing a reasonable return on their investment. To protect and assist in maintaining a reasonable standard of value for our national medium of exchange. To maintain the highest efficient production possible. Conservation of all food and other products now or hereafter permitted to become waste. To sacrifice all personal feelings for the good of the whole. To feed, clothe, and/or otherwise care for the widows, orphans, cripples and other unfortunate non-producers. To trade man-power hours for the necessaries of life when and wherever practicable, by using man-power hours as far as is possible in lieu of money until the present depression and money shortage adjusts itself. To adhere to a simple plan of operation as far as is possible, permitting a rapid expansion or contraction as conditions require.

The setting and working of this cooperative adventure, a product of the abnormal times, is reminiscent of the principles and experiments of Robert Owen in the early part of the last century during one of the first of the modern style depressions. Owen proposed exchanges where food and clothing would be bartered for labor, and self-supporting cooperative agricultural communities. He deprecated class warfare and urged the workers not to fight capital, but to cooperate and to produce. His experiments failed but the foundation of the cooperative movement was laid.

Owen's principles of cooperation and harmony were challenged in 1833 by the syndicalist group which had an entirely different approach to the questions at issue and advocated the general strike and direct action in taking over the control of industries by the workers. So too in 1932 the cooperative movement in Los Angeles County is more or less challenged by a totally dissimilar association known as the Unemployed Council of Los Angeles which has a headquarters and several branches.

The history of this movement is, so far as general knowledge goes, somewhat meager. The Lawndale Branch, led by the Rev. John E. Hester, graduate of the Chicago Theological Seminary, gained considerable prominence in September when it arranged a meeting at a local highschool where representatives of public and private charities were to appear to hear the testimony and complaints of the unemployed, this after the manner of the Chicago public hearings of the unemployed (see They Speak Up in Chicago by Karl Borders, The Survey, March 1, 1932, page 663). Just before the meeting the local school board revoked the permit to use the building on the ground that the Lawndale Branch was associated with the Unemployed Council of Los Angeles which it termed a communist organization. In early October this Council figured in a lively street demonstration when the police broke up a hunger march on the County Welfare Department. Through the intervention of deputy sheriffs a few of the marchers reached their destination and presented not their petition but their demands.

THE nature of these demands, the will to leap over the slow processes of change, is what lends this movement its significance. They are based on the premise that "the natural resources and the productive capacities of the county certainly enable everyone to have plenty if it were not for idle unemployed, idle factories, mills, mines, workshops and farms." The document presented to the Public Welfare Department of the Board of Supervisors of Los Angeles County, popularly known as the County Welfare Department, stated first, "Our immediate demand is adequate food relief," followed by criticism of the methods of the department and such specific demands as "coffee and shortening in every order where desired. Cash allowance for fresh meat for all families." Free medical and dental care for the families of all unemployed and partially employed, adequate housing with no evictions and free gas, light and water for those unable to pay, were specified. Further, "We are interested in the solidarity of all workers, native and foreign-born, white and colored, and demand that there be no discrimination." And finally, "We demand steady work for all unemployed workers at a minimum of $4 per day in cash, five days a week, working not more than eight hours a day. In case there are more than three dependents in a family $3 a week to be paid for each additional dependent in the family."

The contrast between these two movements is evident. The Unemployed Council bases its claim on the right of everyone living in a land of plenty to have what he needs. Its method is direct action though in this case the demand for the resources of a satisfactory life was made upon public charity officials. The actual structure of present society is ignored; the inherent difficulties of the present situation are not discussed. The Cooperative Relief Association, officially disclaiming any political motive or affiliation, emphasizes cooperation among the workers, harmony with existing economic groups and the bartering of labor for the necessities of life. Its program studiously

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avoids starting anything that might compete with local merchants or manufacturers and has no provision that would lead us to expect it to continue when there is nothing to "chisel" and no surplus crops to gather. Yet there are elements in its method, organization and experience which raise questions, especially in the light of the statement by President William Green of the American Federation of Labor that half of the ten million now unemployed may never, because of technical changes, be able to find their way back into the industries of the country. Is it not possible that this spontaneous movement offers suggestions for the effective organization of relief in the years ahead?

Neither the cooperative nor the direct-action technique is distinctly American. Cooperatives function successfully in various European countries but have never gained much headway or interest here. The direct-action method savors also more of European than American tradition. The side-by-side development of these two movements so totally different in philosophy and operation offers an interesting prospect for the student of social change.

Taxes and Social Services

By LOULA D. LASKER

WITH the cost of local, state and federal government in 1931 reaching $4,172,000,000 compared to $692,000,000 in 1913—a rise of 502 percent compared to national income of $37,500,000,000 and $34,000,000,000 in the two periods, it is evident that the science of raising and spending public funds is a fruitful subject of study and research. Hence the importance of the National Conference on Taxation, Readjustment of Governmental Expenditures and Problems of Public Credit sponsored last month by New York University with the cooperation of some dozen national organizations. And for social workers, of particular importance, for a striking number of speakers held that public social services—used in the broadest sense—were the only field of production still capable of expansion under present conditions; the field, therefore, in which a "cure" for the depression must be sought. As David Cushman Coyle, consulting engineer, put it:

> Some new category of industry needs to be developed . . . . "Services" fill the bill. Health, recreation, education and art, the reclamation of delinquents and the segregation of the unfit, the beautification of city and country, the growth of research, exploration, experimentation—all these activities make up a vast field for varied and untrained workers. The field is limited only by the limitations of new power to think of new projects. The answer to the problem of technological unemployment is a continuous and massive expansion of cultural and quasi-cultural activities. The answer to the problem of destitution in an age of plenty lies in the employment of most of the population in the amenities of life. This conclusion is purely an engineering one.

Virgil Johnson, editor of Business Week, asked: "Must we go through with the grim, sardonic and delusive pursuit of higher private standards of life through lower public standards of living? . . . Ultimately I hope there will be a return of reason and sanity which will show us once more the real significance of public spending for the stability of our economic system." George Soule, an editor of The New Republic, held that "People in general would benefit more from goods and services provided them by government than from the extra goods which might be produced by private industry. Personally, if there is such a choice, I should far rather have such things as plenty of public parks and forests and the assurance of support in the event of illness, unemployment or old age, than a hundred extra gadgets." Said Harold S. Buttenheim, editor of The American City Magazine: "It may very well prove to be wise social policy to take an increasingly larger share of the total income for public works, constructive cultural and recreational services and other governmental purposes." And Russell Ramsey, director of the Taxpayers Research League, challenged the group in another way: "When we consider, for example, whether we can afford to spend $106,000,000 annually for the care of the insane and feebleminded, we have also to consider whether we can afford not to spend it."

In general the plea for wholesale horizontal cutting of governmental expenditures came from the more or less acknowledged conservatives—or might one say, the "die-hards"? Few doubt today that the days of the die-hards are numbered. But are social workers, in charge of the public social services, ready to lead if the chance is given them?

For five days conservative and liberal schools of thought clashed over the relative merits also of income vs. sales tax, over the preservation of wage levels vs. wholesale wage-cuts, and other matters that must be taken into account in formulating a rounded program of public finance.

TO attempt even briefly to summarize a half-hundred papers in a single page is an impossible feat. Suffice it to say there was more or less general agreement that taxes should be levied in accordance with three principles, namely: capacity to pay, in a manner so as not unduly to restrict business, and finally that tax legislation should not be attached as a rider to bills primarily for other purposes, or vice versa. But in the application of the first two of these principles, there was a wide divergence of opinion. At one extreme was Robert McCormick, editor of The Chicago Tribune, who called high taxation of business "larceny under the mantle of moralistic public purpose," and at the other Harold G. Aron, New York lawyer, who advocated the drafting of capital through an enforced loan during the emergency to pay the wages of a "national service" just as capital was drafted during the war for a military service.

Perhaps no startling new contribution was made, yet the conference had a decidedly constructive value in the very fact that away from the bitterness and bias of a more "wordly" atmosphere, when the public is in dire need of education on these burning problems of public finance, leading exponents of opposing schools were given an opportunity to put forth their different conceptions of a remedy on a neutral platform. The papers and discussion by a hundred experts will be published in a forthcoming volume on public finance which should be of great value to students of the subject, in legislature or academic halls or wherever they may be.

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Shock Troops to the Rescue

Chicago Settlement Houses Have Become Centers for a New Kind of Life for Those Who Must Live on "the Relief"

By GERTRUDE SPRINGER

Drawn by George Wright for The New York Times' Hundred Neediest Cases

"I SUPPOSE I gotta go." The big man grinned crookedly and turned to the door that divided the bright warmth of the settlement house from the cold gloom of the Chicago street. "The landlord'll be waitin' for me. Poor fella, he's got it tough too. I stall and he stalls and we don't fool each other. But if the Relief ain't sent the coal yet—since Tuesday we've been lookin' for it."

"But this is Saturday and bitter cold," I protested. "You mean to say that they promised coal last Tuesday and . . ."

"But they can't do everything at once," he cut in. "This relief business is so big there's bound to be slips. I guess you don't understand the system." And he proceeded to give me a clear and lucid outline of the organization of relief in Chicago. "Of course it ain't perfect, but we've got our way of checking up if it gets too bad. And to beef about every last little slip don't help any. You gotta understand the system."

Understanding the system plus "our own way of checking up" are the lubricating elements which the Chicago settlements are supplying to the city's vast complicated machinery of relief. Of course interpretation and expression are nothing new in settlement philosophy. What is different in Chicago is the practical way this philosophy is being directed to what Jane Addams calls "education in the current event." And the current event in Chicago is unemployment and relief.

Since the current event assumed wholesale dimensions the settlements have been the Marthas of the situation, going along behind the big machine, picking up the pieces, mopping up the inevitable residue of individual misunderstandings, filling in the gaps when the machine shifts gears, explaining, adjusting and on occasion protesting. When general rules work individual hardships the settlements mitigate the hardships while hammering away for a modification of the rules. When confusion heaps up beyond the understanding of simple folk the settlements help to find ways to release overwrought emotion and to give the inarticulate their day in court.

What the settlements are doing swings largely on their relationship with the organized groups of unemployed. There are in the city three such groups of considerable proportions, says the Council of Social Agencies.

The Chicago Workers' Committee on Unemployment was organized about a year ago under the wing of the League for Industrial Democracy and in cooperation with settlement people (see The Unemployed Speak Up in Chicago, by Karl Borders, The Survey, March 15, 1932, page 663.) This group favors change in the economic and industrial system through nonpartisan political action as opposed to violence. It seeks to voice an intelligent and effective protest against existing conditions and to find a remedy for the causes which create mass unemployment. The trend among the members is socialistic, with the rank and file primarily concerned with current needs.

THE Workers League of America grew out of a left-wing movement of the old proletarian party with its leaders fundamentalists of the Marxian school. It claims to be truly communistic though at odds with the principles and methods of the Communist Party of America.

The Unemployed Councils, with a large number of locals, is definitely communist in its leadership though much of its membership is not. A major activity, in addition to communist propaganda, is engaging in mass demonstrations against official bodies and relief stations.

There is little sympathy between the Unemployed Councils and the other two organizations. Last fall when the relief administration was all but paralyzed by shortage of funds and was obliged to cut rations in half until federal funds came through, it seemed as if a common ground of protest had been found. By spontaneous action all three groups of unemployed planned for a march through the streets. It was to be a silent, bannerless protest, the united front of the hungry and helpless. At the last moment, against the protests of the others, the Unemployed Councils turned its section into a communist demonstration. The common ground slipped away and though the march went on, a somber, impressive spectacle, the possibility of further demonstrations on a united front became remote.

It is with the Workers' Committee on Unemployment that the settlements cooperate with the clearest under-

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standing and sympathy. This organization really began in the settlements through the formation of a delegate body from the men's groups already meeting in two or three of the houses. Other settlements then organized groups of the unemployed in their neighborhoods or offered a meeting-place to groups already organized. A number of churches followed suit and presently the movement spread all over the city. Eighteen settlements are now centers for twenty-four of the fifty-five locals of the Chicago Workers' Committee on Unemployment, affiliated by delegate representation in a central council. Chicago Commons alone has some two thousand Italian, Polish and Greek men with a sprinkling of their women-folk registered in its organized groups, "Although," says Lea D. Taylor, the head worker, regretfully, "we are really equipped to work with less than half that number."

IN THE beginning the men seemed numb and bewildered, borne down by their individual troubles, articulate only in their grievances. Grievance committees remedied much of that. Locals in the relief districts now have a representative committee to which anyone may bring his case. If it is a good one the committee presents it to the relief office and usually, such is the confidence established, gets action on its recommendations. "These committees are a terrible nuisance," said the supervisor of a district, "but they certainly know their business and I can't imagine where we would have been without them."

But grievances were not enough to go on. The men wanted more. They wanted understanding of the complexities of the American political and industrial order, and as human beings they groped for some conviction that they were more than helpless cogs in the machine. Recreation was not answer enough. "Our Polish men were at first opposed to any form of recreation," said Mollie Ray Carroll of the University of Chicago Settlement. "They were unwilling to accept music as a substitute for bread."

The experience of the settlement workers with men counted strongly at this point in supplementing and fortifying the leadership of the unemployed themselves in building up programs with educational content and activities related to the current event. The locals of the Workers' Committee now broke up into small groups to discuss and think through their own situation as working people, to engage in action directed toward legislation and to plan how to make their efforts effective. Speakers are useful insofar as they promote discussion—otherwise not. A substantial basis of economics and political science is always present though not necessarily by those names. The settlement people know the usefulness of discussion in getting men to think beyond their own troubles, they know the relief that comes from talking things out, the individual assurance that comes from group confidence, and they see their part as giving all the impetus they can to a movement that has its strength in its spontaneity. Recently the men themselves have felt the need of more background and with the help of the settlements and of the Council on Adult Education have worked out plans for developing their own leaders in thinking, in discussion and in expression—training courses if you like to call them that, though the old terminology seems tame before the virility of what is happening among these thousands of men who are learning together, feeling their way toward a new expression of their individuality, and fortifying each other's courage and morale.

When it comes to the relief situation—and no one gets very far away from it in Chicago—the settlements find themselves playing new themes in their old rôle of interpreter. The high-powered, swift-moving relief organization, whipped together two years ago out of the experience of the family-relief agencies, but necessarily modified by restricted funds and the dearth of experienced workers, calls for interpretation by those who appreciate its sincerity and know the practical difficulties under which it labors. And the people who pour through the great maw of relief, whose lives are for the moment shaped by it, need interpretation to the organization that they may retain their stature as individual human beings. It was the settlement people who gained access to the relief authorities for the representatives of the Workers' Committee on Unemployment, and who still stand by; and it was they who pulled together the conference groups—nurses, social workers, relief supervisors, unemployed and so on—which are more or less attached to relief stations and which in monthly meetings clear the atmosphere of misunderstandings on all sides.

Picking up the pieces behind the Relief—it's a household word in Chicago and needs no quotes—is as many sided as human nature itself. What the settlements are doing is to sort out the pieces and when enough of the same stripe are accumulated to press on the relief organization for a general adjustment that will eliminate that particular unhappy by-product. For instance the Relief last winter made no provision for carfares for school children. Many highschool boys and girls had to choose between walking miles to school or dropping out into street-corner idling. The settlements stepped in, provided carfares and made such a strong case that this winter the Relief budgeted carfares as necessary expenses. At one time when funds were short and precarious the Relief provided no medical supplies. If spectacles or braces or false teeth were broken, or if there wasn't any boracic for the baby's eyes, nothing could be done about it. The settlements met the emergency for their troubled neighbors and are now rejoicing that the Emergency Relief Fund has been able to budget some $300,000 for dental care and medical aid to families on relief. Lack of stoves has worked hardship on people accustomed to gas and central heating. For a long time the Relief made no provision for stoves in which to use the fuel it supplied. Now, when necessity is evident, it allows a small sum for this purpose.

THE settlements claim no credit except as they afford a taking-off place and provide opportunities for the particular kind of neighborly help which the people give each other. That, they say, has come from the unemployed themselves. For instance at Association House and a number of other settlements the Workers' Committee local keeps a squad of ten men on duty all day, shock troops, to pop into any emergency that may arise. If Mrs. Olinsky's relief coal has by someone's error been dumped in the street and she, with a lame back poor soul, has no way to get it up four flights to her kitchen, the shock troops are there in two shakes to do the job. If the baker in the next block telephones that he has a hundred left-over loaves and does Mr. Eells know anybody . . . presto, a couple of men get it and deliver it to the homes where the relief ration is stretched thin.

Rents are admittedly the weakness of the Chicago relief system; a weakness of which the Emergency Relief Commission is regretfully aware. A new policy which now lacks

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only funds may be in effect by the time these words are read.

It is in the minor tragedies which result from the bad rent situation that the shock troops find dramatic opportunities for service. The policy of the Relief, up to this writing, is to pay a month's rent on eviction. That is, when a family is actually on the street the Relief will provide a minimum sum for the first month's rent in new quarters, but the family must find the new quarters and must convince the landlord that it is a desirable tenant—a job which makes Ananiases of them all. Shrinking from the inevitable, clinging to the belief that God or somebody will provide, families find themselves on the street with no idea where to turn for shelter or how to transport their poor huddled possessions. In many of the settlements the Workers' Committee locals have listed all the vacant flats in the neighborhood. At the first word of an eviction the shock troops are under way with the list in their hands and sturdy backs for the moving. They fix it with reluctant landlords too: "Don't ask me how, lady. There's some things you just have to do. The landlords are sure holding the bag. But you gotta be hard-boiled these days."

In spite of the rent policy there have not been as many evictions in Chicago as one might expect. The legal process of eviction costs the landlord $25. Naturally he tries to avoid adding this charge to his losses from long unpaid rent. And naturally, human nature being what it is, some of the fraternity resort to petty persecutions to get a tenant to leave of his own, in a manner of speaking, accord. The tenants just as naturally hang on to the bitter end. Thus it becomes a sort of cat-and-mouse business between landlord and tenant with the settlement people somewhere between, explaining and reconciling, and with the shock troops lending active comfort to the mouse. Mrs. Rosso's landlord takes down the door to her flat and carries it off. Come a couple of carpenters from the local with a knocked-up packing case and presently Mrs. Rosso has a door that answers every practical purpose. Mrs. Kelly's little boy reports breathlessly that his mother's kitchen is flooded—a mysterious hole in a water-pipe and the landlord won't do anything. A plumber, doing his tour of duty on the emergency squad, solders up the hole, obviously punched with a chisel. Mrs. Cohen is being smoked out, "Come a'runnin'." Shock-troopers climb up to the roof, remove a rough and ready layer of bricks from Mrs. Cohen's chimney top, and life goes on.

Self-help projects such as Seattle and Los Angeles County, California, boast, have not made much headway in Chicago. The members of the Workers' Committee are pledged against "chiseling." Efforts last fall to secure surplus garden produce were not very successful. Association House still groans at the memory of some ten thousand heads of cabbage that its local hauled in from a Wisconsin farm to be distributed according to need. It took days for the House to dig itself out of what it still calls "case-work cabbages." Of course the men at the settlements barber each other and cobble each other's shoes and swap odd repair jobs in each other's flats, and always give yeoman's service to the house itself. At most of the houses there is a regular exchange of articles in the food rations—the family with only a garbage burner to cook on will trade its flour for the rice or the dried beans of a family that still boasts an oven.

Through the maelstrom into which the current event has plunged the settlements the ordinary stream of their activities, swollen by numbers, flows steadily on. The English classes and the mothers' clubs are bigger than ever, health work and young people's activities are multiplied, music and art hold their own. But even in these steady streams the pressure of the current event is felt. The women of the Jolly Mothers Club no longer compete for honors with tantalizing old-world dishes. Instead they concentrate on new ways to serve up the relief rations. The health classes talk less of nourishment these days than of fending against undernourishment. The sewing classes find tests for their ingenuity in making over the worn garments that are sent in. A blouse salvaged from an old skirt is a greater triumph than a chiffon party dress used to be. Even the children have learned new grim games out of the realities of three hard winters.

The nursery school door opened on a hubbub. Some sort of game was going on to the accompaniment of make-believe tears, groans and harsh orders and much violent shifting around of toys. "It's Eviction," explained the worker ruefully. "They're playing Eviction. They don't play keeping-house any more or even having-tonsils-out. Sometimes they play Relief, but Eviction is the favorite—it has more action and they all know how to play it."

American Relief Caravan

By RUSSELL H. KURTZ

Field Representative, Charity Organization Department, Russell Sage Foundation

FROM the Emergency Relief Division of the Reconstruction Finance Corporation there issued last month a letter and set of accounting forms that puts teeth into the oft-repeated warning of the Corporation that "it is plainly the intent of the Emergency Relief and Construction Act of 1932 that funds shall be made available by the Reconstruction Finance Corporation not in lieu of but merely supplemental to local and state funds and private contributions."

This letter in effect says to the governors of the states that have received aid through the Corporation since the Act was passed last July: "An accounting is now in order. If you are expecting to come before the Corporation for further help after January 1, 1933 tell us now how the money which you have received so far has been spent." Nothing unusual in this. But then comes the paragraph with the punch: "Many states have regular or special sessions of their legislature in prospect by which state and local relief funds can be made available. Therefore, an outline of the legislative program to produce this result is especially important in order that the Reconstruction Finance Corporation may determine its course of action."

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Thus does the Corporation point up the philosophy under which it has been making available to states the Emergency Relief funds put at its disposal by Congress. The amount appropriated, $300,000,000, "in accordance with the wording of the Act, shall, until the expiration of two years after the date of enactment of this Act, be available for payment to the governors of the several states and territories for the purposes of this section, upon application therefore by them in accordance with subsection (c), and upon approval of such applications by the corporation." It has not been administered by the R. F. C., however, with the idea that it must cover a two-year or any definite period but upon the basis of need which could not otherwise be met as certified by the governors of the several states.

Whether or not this philosophy of supplementation to state and local effort is the proper one for the federal government to operate under in the relief of unemployment is a question upon which there are sharp differences of opinion. Edith Abbott has forcefully stated the case of the conscientious objectors in a late number of The New Republic. These and other aspects of national unemployment, moreover, will be judicially examined by last winter's Social Work Steering Committee, reconstituted under the sponsorship of the American Association of Social Workers as the Committee on Federal Action on Unemployment. Much will be said on both sides of this subject before the winter is over. It may be pertinent, therefore, to record one observer's impressions as to how the present set-up functions, without attempting to compare it with any of the other methods that have been or may be proposed.

THE activity in the office of the Emergency Relief Division of the Reconstruction Finance Corporation, over which Fred C. Croxton presides as assistant to the directors, is strongly reminiscent of that which is found in the community fund offices at budget-approving time. Hither come the governors' representatives with applications for funds with which the relief programs in their communities may be continued. The data are set up under three general headings: past expenditures and practice, current needs and resources, future outlook and plans. Supporting tabulations for each county or city for which funds are asked accompany the application.

Occasionally requests are made for grants to cover six months or a year in advance, but the policy of the Corporation has been to limit its approvals to shorter periods, pending the completion of chest drives and the arrival of states' legislative periods. Stressing the emergency and supplementary nature of its aid, it has required such applications to undergo a revision. Frequently applications have been made without careful analysis of the need and available local resources and here, too, a revamping has had to be ordered. The analogy with chest procedure is heightened by the degree of informality which pervades these budget-revising activities. Round-table methods are used and agreements reached step by step.

The Corporation has no arbitrary standards of relief to which it asks the states to conform. Past performance in the various localities is taken as the base upon which the joint program is built. Should this performance appear to approximate the need, the R. F. C. goes along with the local group in continuing on this basis with the aid of federal funds. Wide variations from past levels, on either the up or down side, are questioned. And where the traditional relief levels seem inadequate by comparison with similar situations elsewhere, the Corporation may be found persuading the community to increase the amount asked for.

IN the matter of local administration of relief funds, the Corporation allows itself a freer expression as to required standards. In almost all of the thirty-five states (as of December 1) which have received Reconstruction Finance Corporation funds, state relief administrations have been set up or designated upon the advice of the Corporation. In some instances, these are the State Welfare Departments, in others specially designated state boards, and in still others, emergency committees. And behind the state relief administration stands a large and rapidly increasing group of county relief committees, brought into being in many states through Corporation suggestions.

From the first, the phrase "including the cost of local relief administration" has qualified the Corporation definition of relief. An impressive mass of evidence is appearing in all parts of the country as to the alertness which state relief administrations have shown in translating this policy into action in certain of their backward communities. "This is federal money you are spending," they have said to local relief officials, "and it cannot be wasted or handed out without proper investigation as to need. Provide yourselves with adequate and competent staffs." Frequently they go further and place the local units under the supervision of field workers on the state staff—an almost revolutionary step in some mid-western communities. Illustrations of this sort of development are reported from time to time in the Unemployment and Community Action department of this journal.

Compilation of the data required in support of the application for funds has been a profitable activity in most counties. Many a community has received its first composite photograph of the local unemployment situation by going through this painful exercise in self-examination. In the larger centers, where social statistics are commonplace, amazingly complete documents have been prepared, replete with tables, charts and other illuminating addenda.

We often accuse ourselves of tolerating chaotic relief conditions in this country, yet a pattern seems to be emerging. It is a pattern of county units woven into a state fabric of relief administration which promises to have more than a fleeting existence.

Federal aid has been a stimulus to the weaving of this fabric and has been providing an increasing portion of the material from which it has been woven. Now, with legislatures meeting in forty state capitals, a check-up is being made to see that there is no let-down in local activity. The Emergency Relief and Construction Act puts the obligation upon the states to make sure that their resources "including moneys then available and which can be made available by the state, its political subdivisions, and private contributions, are inadequate to meet its relief needs" before certifying the necessity for federal funds. The emphasis is now being placed upon the words "which can be made available."

And so the American Relief Caravan—composed of local, state and national forces, functioning each in its allotted turn and sphere—moves on. Congress, the social-work fraternity, or even the R. F. C. itself may change its pace if not its course. Whither is it headed?

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Social Workers Hesitate and Then—?

An Inventory of Their Fears, Perspectives, Principles, Hopes

By EDUARD C. LINDEMAN
Faculty of the New York School of Social Work

DURING the late War I came to despise that little word *morale*. Those who employed it seemed always to infer that those who sustained a restrained mood, who failed to "boost" the War, were somehow traitorous. But, it was nevertheless a useful word since it reminded us again of the age-old fact that man's true resources come from within, not from without, that the War would ultimately be won or lost by a test of character, regardless of who won the battles. And, that issue is still unsettled.

We are now engaged in another struggle even more important than the War of 1914–18, a struggle, indeed, of which that War was merely an interlude and a symptom. We have come to the end of an historic epoch. The foundations of our economic, political, social, intellectual and moral institutions have begun to disintegrate. With respect to economic life the disease is deep-seated and startling; our institutions of production, distribution, and credit refuse to perform their appropriate functions and consequently millions of people throughout the Western world must face insecurity and marginal starvation. But, what is of even greater significance is the fact that we have lost faith in ourselves, our intellectual equipment, and our experts.

We hesitate, and for good reason. The alternatives which confront us are not simple, despite the easy logic of extremists of both the "right" and the "left." One of three pathways may be chosen: we may

(a) strive to reconstruct the competitive system, to return to the days of expansion, speculation, and external (though unbalanced) prosperity, or

(b) we may adjust downward to the level of a pain-economy, marginal subsistence and uncreative mediocrity, or

(c) we may candidly set to work in laying the plans for a new civilization based upon revised conceptions of economic processes and social ends. If we make the first choice, the main attribute required of us is a grim sort of stubbornness coupled with a willingness to tolerate widespread suffering; if we travel the way of the second alternative, we shall need merely a sufficient amount of cowardice to be prepared to live in a dark age; and if we step boldly in the third direction, we shall need steadiness, courage, faith, and wisdom.

And, while we hesitate I continue to search the horizon for such signs of hope as may become manifest in human personality. The portents, I must admit, are not promising. Our political and economic leadership is bankrupt, both with respect to ideas and courage; everywhere in high circles one notes vacillation, timidity, ineptness and fear, and worst of all, a stubborn unwillingness to confront the crisis in realistic terms. As the fourth winter of suffering and despair approaches we stand as impotent as at the start, no nearer a plan and a program than we were when our leaders spoke blithely of a "depression" which was to be dissipated in the soft glow of a sunrise "just around the corner."

HOW is it, then, with social workers? What is happening to those technicians who function at that point where economic dislocation reflects itself in human suffering? Those who must see the crisis, not as a statistical abstraction but as loss of self-respect, as sickness and as potential starvation? Is their morale high or low? Have they evolved a sense of direction? Do they show signs of steadiness, courage, faith and wisdom?

Questions such as the above were in my mind as I mingled with professional workers and their lay constituents at the thirty-first annual conference of social work in New Jersey. And, finally, it became my function to summarize their deliberations, to note what had been said and left unsaid, to detect the undertones and overtones of their discussions, and to condense these observations in a closing synthesis. What I have written below is an epitome of that summary.

First of all, a word about the New Jersey Conference: it displays three characteristics which deserve emphasis, namely

(a) its consistent policy of encouraging the participation of laymen,

(b) its functional and collaborative relationship with various state departments and public agencies involved in social welfare, and

(c) its courage in actually allowing its members to confer.

Fourteen of the nineteen sessions of its recent conference were conducted as discussion groups. In a conference of this sort the observer is not limited to appraisal of individual pronouncements which may or may not be sanctioned by the group as a whole; on the contrary, one is permitted to come very near the actual thought-processes of the conferees, to learn how they confront their problems, and to discover the direction of their aspirations.

It seemed to me both convenient and meaningful to arrange the various currents of thought revealed throughout this conference under four major categories, namely: Fears, Perspectives, Principles and Hopes. Each of these I shall discuss in merest outline, omitting the designation of names of speakers and participants, and limiting myself to pointed statements intended to sharpen issues as well as convey gradients of meaning.

(1) The Fears of Social Workers

SOCIAL workers in their deliberations appear to express fears of at least four varieties, and in each instance one may trace their hesitation and their lack of clear-cut policy to these underlying doubts and misgivings.

(a) They fear, first of all, that privately-managed social work may soon be swallowed in the great maw of politics, government and bureaucracy. They begin to see that in this crisis social welfare has quickly become dependent upon government and its numerous agencies. They are frightened by this sudden transition because they have been taught to believe that the quality of public service in American life is unusually low.

(b) They fear that the standards of social work which have been so laboriously built up during the past fifty years will be sacrificed under the pressure of furnishing material relief.

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(c) They fear that their own jobs may soon be in jeopardy because of the incapacity or unwillingness of the people to pay for professional social work.

(d) They entertain, finally, fears for the future of the economic and social order itself; social workers are aware, perhaps more so than most other professionals, of the cumulative nature of the disease which has precipitated "poverty in the midst of plenty."

Exceptions may legitimately be taken to each and all of the above fears. Not all social workers stand affrighted before the drift from private to public auspices and support, and many believe that the elevation of the quality of public service is a task which may be confronted with hope rather than despair. But, in order to understand where social workers stand with respect to the crisis, these fears need to be considered.

(2) Expanding Perspectives

IT is a curious fact that at the very moment when social workers are preoccupied with the task of keeping people alive, of maintaining minimum standards, they should also be considering the spread of their work to wider horizons. But, this seems, nevertheless, to be the case.

(a) New Jersey social workers have extended an invitation to the medical profession to regard their function as being primarily social in purpose. Fortunately, the late conference of the New Jersey social workers occurred immediately after the publication of the report of the Committee on the Cost of Medical Care. Physicians, nurses and hospital workers were represented and the discussions took on a fresh and vital tone. The medical profession was asked to socialize its function, to rid itself of the scandal which permits adequate medical service only for those who are sufficiently wealthy to afford to pay rising fees or for those who are so far degraded as to be prepared to accept charity. Further, they called attention to the problem of the chronically ill and asked that these be considered as an integral part of the social rather than the purely medical situation. They stressed the importance of health as preventative, particularly with respect to children.

(b) Mental hygiene, the discipline which has exercised a vitalizing influence over social work for more than two decades, is also being viewed in the light of new perspectives. Perhaps more emphatic than any other trend is the growing insistence that psychiatry, and especially so-called psychiatric social work, finds its place within a social rather than an individual context. As our meaning of current crisis sinks more deeply into consciousness all of us come to realize that our major behavior difficulties arise from social situations. No amount of "individual psychology," no matter how skilled the analysts, will explain why it happens that at the very moment in world history when we are best equipped for the transportation of goods and for communication—at that moment, world trade all but ceases. Hence, following the lead of Dr. Freud himself, as evidenced in his more recent works, psychiatrists and social workers are striving for two new psychological perspectives: they want to see psychiatry in relation to the social problem, and they want to utilize its technique in connection with less pathological situations.

(c) Sociologists have stressed the importance of the rural social problem ever since the publication of the report of President Roosevelt's Country Life Commission but very little has been done about it. Now that we live in the midst of an economic crisis which affects rural as well as urban folk, we begin to see more clearly than ever the gravity of those neglected rural social problems. New Jersey social workers wish, not merely to include rural dwellers in their future programs, but they are now inquiring as to ways and means of developing techniques for rural social work which will be as efficient as those evolved in cities.

These three perspectives have been selected from among many others which were revealed by the discussions. The second and third will be found in many other social-work reports but I doubt whether there has ever been anything as far reaching and significant in such discussions as was implied in the above-mentioned deliberations concerning the medical profession. Those who wish to keep their ears close to the ground of present stirrings and imminent events of vast importance will do well to listen intently to coming examinations of the two great disciplines of human welfare—health and social work.

(3) Some Principles Reaffirmed

WHENEVER conferences confront new situations and enlarge their perspectives it also becomes the part of logic to deal with general principles. New Jersey social workers did not evade this aspect of their task, and although they did not propose principles of a new order, they did restate and reaffirm older ones of real importance. These may be briefly stated as propositions or assumptions such as

(a) That public and private social-work agencies can no longer consider themselves as rivals but must henceforth devise means of collaboration and coordination;

(b) That competition between social agencies is a betrayal of community confidence;

(c) That the social problem is inclusive and must be regarded technically no matter what form of society is to evolve in the future;

(d) That social structures must be rendered sufficiently flexible to allow for sudden changes in functioning;

(e) That social work must once again become "social" in the sense that it is to deal with the organic social problem and is to be judged according to social criteria.

As noted above, these principles are not new among social workers of this generation but one begins to see that they are now being considered with a new seriousness. If it were possible to invoke these principles as thoroughgoing rules of action, social work would take on a wholly new complexion.

(4) The Hopes of Social Workers

WHAT might be expected of social workers as co-operators in the task of new social planning? If one might envisage a planning board at work devising an outline for a new social and economic scheme of things, what promises would social workers hold out for the future? How, for example, would their sources of hope differ from those of other technologists, such as engineers, physicians, et cetera? This is a query which has often perturbed me during these fateful days of disintegration. Social workers of New Jersey seemed also to be disturbed by the challenge of hope and consequently one entire section of group discussions was devoted to examinations of the constructive elements in contemporary civilization, viewed, of course, from a social standpoint. Whatever faith they entertain for the future seems to adhere to their belief in

(a) *The Family:* Their hope at this point derives from the feeling that family life is now passing through a cleansing process; that married persons are slowly discovering a humanistic basis

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for inter-family affections, freed from the blight of absolute authority and possessiveness; that machines need not minimize family functions but may in reality tend toward exhalting those which are essential; and, that affections of a lasting sort are not the given qualities of the married relationship but are emergents of participation and interaction;

(b) *The Foreign-born Population:* Social workers have come to recognize that our foreign families have withstood the onslaught and the threat of a pain-economy in a manner which elicits praise; they think now of those naïve days of "Americanization" propaganda and their pride turns to humility; and now they turn to these foreign groups in order to discover the sources of their persistence, their hope and their courage.

(c) *Local Neighborhoods and Communities:* As suffering and denial come closer and closer to all Americans there seems to arise a new sense of local responsibility, a revival of neighborliness. In many sections of the country new forms of neighborhood and community organization are springing into being. And, at the very period in our history when centralization of control and authority has reached its maximum there appears this new and freshening reassertion of the smaller social units—those units from which our greatness once arose and to which we must always return in periods of instability.

(d) *Recreation as a Culture-builder:* The state and its culture are derived from two primary sources, namely: the products of our necessary and compulsory labor, and the consequences of our leisure-time. As economic production tends toward greater and greater reliance upon machines it becomes obvious that in the future industry will be judged chiefly upon the basis of its capacity to induce good human experience. But, since it also becomes obvious that this necessary preoccupation with productive enterprises will require a diminishing proportion of the worker's time, we begin to see that future culture will be measurable largely in terms of its products of leisure.

(e) *New Capacities Derived from Consumption:* In spite of the fact that the nature of the consuming function has been radically altered through the ministrations of advertising and high-pressure salesmanship, social workers still seem to see constructive possibilities in this direction; they seem to believe in a future group of self-conscious consumers who may, through their spending and purchasing functions, become active agents for social and economic change.

(f) *Religion:* Notwithstanding the fact that the institutions of religion seem to weaken steadily under a civilization dominated by science, industry and technology, social workers seem still to view religion itself as a resource of hope. Many of them, indeed, appear to feel that religion as a means of cleansing our motives, of enabling us to live for new incentives, and of correcting our sense of values will play a rôle of increasing importance in future readjustments.

(g) *Laymen:* Now that the folk of the world have begun to suspect experts and specialists, and no longer expect them to solve the world's problems by the simple procedure of reference, something of extreme importance is transpiring in the minds of both laymen and professionals. So far as social work is concerned, there is a new trend in the direction of lay participation based, however, upon a much more rigorous conception of the distinctions between the appropriate functions of the two. In these days of stress and strain, when budgets are being slashed, when professional standards are being threatened, and when functions are being eliminated, social workers understand as they never have before what it means to have in every community a group of loyal and comprehending lay collaborators.

(h) *Public Education:* Vast numbers of American citizens have for the first time come to understand the nature of social work. Many leaders have been pressed into emergency services of one type or another and have suddenly come to a realization that the rehabilitation of human beings involves something more than material relief, good will and a soft heart. And social workers have also begun to appreciate how feeble have been their past efforts in the direction of public education. They are now in the mood to take the public into their confidence, to come down from the heights of their professional prestige and professional jargon, and to speak more humbly with the folk. In short, they see in the crisis itself an opportunity for new programs of social education.

UNDERNEATH the hopes and the fears of these social workers one observed an entirely new earnestness. The members of this group seem to have realized that America is no longer a young nation; that its frontier days have passed, and that it is now confronted with its first truly great crisis. They seemed to me to long for the courage to confront the crisis calmly and objectively, to step boldly toward change, to fit themselves and their functions into the plan of a new society, to turn their backs on our frenzied and fantastic past and to face front for a fresh start. But, they also hesitated. Such courage is not easily found. Long ago Ralph Waldo Emerson diagnosed their state of mind in words which still ring with crispness and clarity:

> Our torment is Unbelief, the Uncertainty as to what we ought to do; the distrust of the value of what we do. . . . A great perplexity hangs like a cloud on the brow of all cultivated persons, a certain imbecility in the best spirits, which distinguishes the period. . . . It is not that men do not wish to act; they pine to be employed, but are paralyzed by the uncertainty what they should do.

But it was also Emerson who furnished the clue for our deliverance. "The way to mend the bad world is to create the right world," said he. And, how is this to be done, what are to be the instruments of this creation? First of all, "Knowledge . . . the encourager, knowledge that takes fear out of the heart." And second, "Faith." "What a day dawns when we have taken to heart the doctrine of faith." "All the great ages have been ages of belief." And finally, Emerson gives us the suggestion for practical courage, courage which is not merely a willful thrust or blind determination to see things through, but courage which derives from staking our new goals and attempting new methods. "The charm of the best courages," he writes, "is that they are invention."

My City

By LAURA G. WOODBERRY

Director Social Service Index, Boston

At dawn my city seems to chill your eye.
For you she takes the form of foul grim shapes
That creep like shadows out of corners dark.
My eye rejects the image yours indites.
And so I meddle with your plaintive view.
I laud my city's girth when morning light
Muffles the dusty curb like shining wool.
Light that begets and does not lose thereby,
That fills her full of rival energies
Whence useful work is born, the help of men.
My city stands in need of flattery
And She should have it ———— !

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Gangsterized Industry

By GORDON L. HOSTETTER
Executive Director, Employers' Association of Chicago

CHICAGO is young as cities go. It is still the irrepressible youth with all that youth implies. It is the second city of the country, the rail center of the world, the market basket of a continent, and located in the only great valley of the world under intelligent cultivation. Its possibilities of growth and service are illimitable. Yet we are being strangled and hamstrung by a handful of professional criminals and politicians until our commerce is deserting us and our business men are throwing up their hands in a gesture of despair. We all know the extent to which we have been subjected to world ridicule. A word on that is sufficient.

Four years ago the approximate cost of this racketeering evil was $145,000,000 per year to the city of Chicago. Four years ago we cried out for relief. Then racketeering was comprised of three main elements—business men, labor leaders and politicians. Then the hoodlum acted as the paid hireling. Then both business men and labor leaders sought to create, through racketeering, monopolies in their respective fields. Bad as that was, today the situation is even worse. The former "employers" are paying dearly for their folly and what is more serious, they have created an octopus intimidating and feeding on society.

Racketeering during these intervening years has become gangsterized. Organized crime and its leaders are today in control of the major portion of racketeering in Chicago. Business men, in conspiracy with labor leaders, no longer control their rackets. The forces of crime no longer take orders. They command. The situation is reversed. The racketeers control business. Only as one closes his eyes and envisions a picture of the robber barons of medieval times can he find an analogy to this. And this is the twentieth century and our government is,—theoretically at least—a government of laws, founded upon the proposition of equality before the law.

Charles Kuhn in The Indianapolis News

Speaking of our giant industries

The invasion of legitimate business and legitimate unionism by organized crime is so extensive as to create a problem of the first magnitude. The invasion is extending itself rather than retreating. Already it controls or influences many lines of trade of basic importance to the city and it goes without saying that all such trades which are paying tribute to this criminal overlordship will eventually pay even greater tribute. What this condition is costing the city in dollars can only be guessed. I think a fair guess would be $150,000,000 a year, considering direct and indirect costs.

And what of the moral, social and political implications of it? Although rackets are not so numerous today as they were four years ago, numerical decrease is simply due to a merging of forces. There is a greater efficiency in organization with no effective approach toward their suppression by law-enforcement authorities. The falling off in violence as a means of inaugurating and perpetuating rackets is, if any, very slight. Bombs have fallen off 43/100th of one bomb per month as against the record of 1924 to 1928. Gang murders, according to figures of the Chicago Crime Commission, have decreased a little, there being an average of 5.43/100ths gang murders per month from 1924 to 1928 and 4.06/100ths gang murders per month from 1928 to 1932. This improvement, if it may be so regarded, should be credited to the coalition of gang forces and to federal prosecution.

ON the other hand, President Markle of the Chicago Automobile Trade Association recently reported that in July thefts of automobiles in the city alone were 3266 while new car registrations in the entire county were 3823; in August there were 2990 registrations and 3558 city thefts; in September 2255 registrations and 3375 city thefts. Total registrations for the county 9068 and city thefts 10,199—two million dollars worth of cars stolen every month during that three-months period. Result: the 1931 theft-insurance rate of $3 per $1000 including accessories on one popular car (a typical example), was raised to $10.95 per $1000 in 1932. But only 85 per cent of the value of the car will be paid if it is not under lock and key at night.

Again in 1920 robbery of messengers and interior holdup of offices and stores generally, including jewellers and furriers, could be insured against for $10 per thousand. In 1928 the rate had risen to $16.50 per thousand and it has never been lowered. In the case of drug stores, service stations and the like the insurance rate has risen in the same period from $20 to $66 per thousand. For the most part insurance is not obtainable at all, I am told. The ratio of loss to premium in these branches of insurance has jumped from 45 per cent in 1931 to 77.9 per cent in 1932.

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How long can the commerce of any city withstand such conditions? How long can a decent citizenship live under such conditions? We would better ask these questions while the city is still in the vigor of its youth and its people still cling to some of their illusions.

What is the remedy for all this? Speculative thought and practical contact with racketeering have brought me to a few rather definite conclusions. First of all, I think we have been attacking our crime problem backwards. We have been treating effect rather than cause. A physician cannot well cure a violent skin eruption until he has first purified the blood stream. The blood stream in our crime problem is our political situation. Just so long as crime is politically protected, just that long will we have crime. We have seen well-intentioned approaches made toward the abatement or elimination of crime by a number of agencies during the past few years. But organized crime has gone on entrenching itself under our very noses. What does it profit us to ferret out conspiracy and apprehend criminals of every description if there is no will to prosecute? If we are up against a weak or venal judiciary? If the jackals of the legal profession are in league with criminals against society? If the very defense of our social structure are the strongholds of the criminal?

We have been content to delegate our civic responsibilities to professional politicians who for their own gain have made politics rotten and have by their treason to the people given us our heritage of crime. The time has come to turn our organizing genius toward effective political action. We don't need further reports. We need action.

In 1910 "Bath Room" Bob Wilson, under indictment for bribery, was renominated for the legislature in the Evanston district by the votes of 937 citizens, while 24,036 registered citizens did not vote. In the same year, J. M. Kittleman, one of the most valuable men in the legislature, could have been renominated by three votes, yet 20,950 citizens stayed away from the polls! In 1916 John B. Northrup, whose honesty and ability all Illinoisians respect, was defeated for state's attorney of Cook County by 20,775 votes, 325,376 citizens failing to vote. In 1915, Judge Harry Olson was defeated by William Hale Thompson for mayor of Chicago by 2508 votes, while 307,842 registered voters did not go to the polls. The inference of that failure to vote is quite plain.

Of course, we have gangsterized industry. What else can we expect? And until we organize for intelligent and effective action toward purifying our political blood stream, we will continue to have gangsterized industry as well as all other forms of crime. Chicago may—or may not—be an extreme case, but in the last analysis the causes and cure for racketeering are the same for any city in the country.

The Churches in Their Blindness

By CHARLES STAFFORD BROWN
Minister First Congregational Church, Colorado Springs

FOR more than a century American Christians have been making amazing personal sacrifices in order to support foreign missions. The high point of their giving came between 1921 and 1925, when seventeen major denominations contributed about $30,000,000 a year to the cause. Since 1921 to 1925, however, gifts to foreign missions have steadily declined in all denominations. In part this has been due to declining incomes on the part of the persons whose aggregated small gifts made up the major part of the total gift to foreign missions. But also and far more significantly, this decline in giving has been due to a growing suspicion on the part of the givers that foreign missions were not making much real impact upon the Oriental peoples; that there was a horrifying amount of division, overlapping and wasted effort in administration both here at home and on the foreign field. They came to wonder if the typical holier-than-thou attitude of the American Christian toward a Chinese or an Indian was a very Christ-like attitude after all.

These suspicions crystallized in 1930 into a Laymen's Inquiry, made up of outstanding persons from seven major denominations. Their purpose was purely objective. They wanted to evaluate foreign missions; to see how much effect and what sort of effect missions have had upon the life of Oriental peoples; and to make such specific recommendations as might point to needed changes in both policies and methods. The investigation was under the direction of the Institute of Social and Religious Research of the Federal Council of Churches. The Commission which undertook the task of reducing the data to a report includes such names as William E. Hocking of Harvard; Frederic C. Woodward, vice-president of the University of Chicago; Clarence A. Barbour, president of Brown University; and twelve other educators, doctors, economists, business men and engineers, all of national prominence. It is difficult to imagine how any part of the inquiry could have been put into more competent hands.

Now their report is ready.[1] It is a large volume, 349 pages of small type. And it shows beyond question that the suspicions that made the missionary donors give less and less money to foreign missions from 1921 on, were well-founded suspicions. A sincere, detailed, pointed, and insistent demand for a complete overhauling of the entire missionary enterprise, at home and abroad, leaps to meet the eye in every line. The Commission has not dealt in generalities. They offer both favorable and unfavorable comment in detail. Their recommendations and findings are presented in a straightforward one-two-three fashion that makes one hope that this report gets the attention and the successful application that it deserves.

The Commission recommends, unequivocally, the continuance of missions. But what missions! The business of the missionary, from now on, is not to be the task of "expounding the Christianity and culture of the West" but rather the task of "preserving what is valuable" (in the native Chinese, Japanese, or Indian religion and culture) and "seeking to minimize the danger of an abrupt break with [native] tradition." The missionary enthusiast of a century or less ago sang lustily about the heathen in his blindness and felt himself to be one whose soul was lighted with wisdom from on high. Try to imagine such a person sending out a missionary whose task it would be to prevent

[1] RETHINKING MISSIONS: A Laymen's Inquiry After One Hundred Years. Harper. 349 pp. Price, $2 postpaid of The Survey.

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native Chinese from making too abrupt a break away from Buddhism or some other "heathen" religion! But that is exactly what this report specifies. It also specifies far fewer missionaries, but of much better quality; highly trained specialists in medicine and education and nursing and agriculture and child guidance and recreation. It specifies that in general even these high-grade missionaries shall stay here at home until they are invited by some Chinese college or hospital or church to come over and lend a hand. And when they do go—on invitation—this report specifies that their salaries should be paid not from America but from the group that calls them to come. It specifies a time limit within which subsidies to churches in China and India and elsewhere shall be reduced year by year and finally stopped entirely. It specifies a rapid handing over to Chinese and Indians and Japanese of the churches and hospitals and other missionary enterprises. It specifies that appointments to faculties of Christian missionary colleges shall be in the hands of nationals, and not in the hands of American boards in New York. It specifies a drastic reduction in the number of theological seminaries in mission fields and a corresponding raising of educational standards in the seminaries that are left. It recommends a standard for mission hospitals, colleges and other institutions, that will command the respect and confidence of nationals, and the prompt closing of all mission institutions which cannot be made to reach these standards. It specifies that the purpose of the missionary is to be cultural, social, educational, rather than evangelistic.

Just how much chance does this report have of being put into practical effect? I think it stands a very good chance indeed. Not because mission authorities will welcome the proposed changes, the new standards—though many of them will; but because mission gifts will continue to fall off year after year until some such reorganization as this shall come along to restore the faith of American Christians in the purpose and work of missions and missionaries. The churches really have no choice in the matter. They can go along as at present, clinging to sectarian set-ups, demanding statistical results of missionaries, interpreting religion in terms of theological orthodoxies — and every year they do this they will have to operate on shrinking budgets until at last the whole thing collapses. Or—they can reorganize, reinterpret, unite; they can present religion as a living thing, making a paramount difference in real issues—and find people once more willing to support it with sacrifice.

Pearl Buck, who is a missionary to China and whose novel The Good Earth is an amazing best-seller, said recently: "I do not believe that Christianity has touched the average man and woman in China at all. We have no assurance that if we withdrew from China today there would be any more permanent record left of our presence there these hundred and fifty years than there is left of the old Nestorian church, a windblown, obliterated tablet upon a desert land." So our present methods of giving our religion to the Orient just do not work. They will work less and less effectively, the longer we continue on our present basis. If our American Christianity has anything of genuine value in it, and we wish to share that value with the Orient, we shall have to reorganize our mission movement somewhat along the lines indicated in this report.

Let Them Talk It Out

A "GARGANTUAN TASK" like that of the war doctors dealing with "shell-shocked" soldiers confronts the social and relief workers, public health nurses and others who daily must look into the anxious faces of the unemployed. Their job is twofold in the words of Dr. George K. Pratt, associate medical officer of the National Committee for Mental Hygiene: first, "the provision of shelter and the filling of empty stomachs, but along with this material relief (indeed, in the very methods by which this relief is administered) is the equally vital task of recognizing signs of flagging morale and ministering in some measure to the security of these men and women." In the cloud of frustration with which the start of the new year is veiled at times for even the more fortunate, the National Committee offers real and timely help in a new pamphlet by Dr. Pratt, Morale: The Mental Hygiene of Unemployment (price 25 cents, discounts on quantity orders, of the National Committee, 450 Seventh Avenue, New York City).

In chapters on How We Act in the Face of Adversity, The Conditions Necessary for Good Mental Health, and What The Depression is Doing to Family Life, Dr. Pratt outlines in broad human strokes patterns of feeling and action to which none of us is alien. Insecurity, he reminds us, comes both from without and within. It awakens not only the reverberations of the actual conditions which surround a person at the moment but echoes from old battles, long gone and now irrelevant. "The modern conception of mental health may be summed up as the adjustment of one's self to inner and outer strains in a manner that will be reasonably satisfactory, both to the individual and to the customs of the society in which he lives." Some people, naturally more free than others from inner stresses, are better able to withstand the outer ones, but experiences "like mortal danger, war, grave illness and, just now, the economic crashing of our times" may be so severe or prolonged that even the sturdy falter and at last surrender. When this happens mental health suffers, perhaps only to such a degree that the individual seems moody or irritable, perhaps more seriously as is shown by black spells of depression, extravagant behavior, the delusion that others are bent on harming one's self, substitution of "sterile daydreams" or even death for the harsh world of reality.

Mental health descends by a series of small gradations, with no sharp dividing lines, from the minor lapses to which everyone is prone to the depths of frank mental disease.

Fortunately statistics so far available do not seem to indicate that serious mental disease has increased as a result of the suffering caused by our times. However suicide unmistakably has grown more frequent and a great many lesser departures from average mental health are being observed. It is especially these latter unhealthy attitudes which so frequently pass unrecognized as types of mental ill-health with which social workers are daily forced to contend. . . .

When, having lost his job, John Jones or his wife comes to a relief bureau seeking aid and when either of them is noted on the record as acting surly, defiant, bitter, suspicious, cocky, depressed, hopeless or in any of the dozens of other ways to which people

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resort when faced with fear and hardship, the social worker will be wise to regard these attitudes as *symptoms* which indicate a growing difficulty in making an emotional adjustment to the situation.

But what can the social worker do when in the going world she may be as helpless as the client to swerve the forces which cause or precipitate the misery that she is called upon to meet? A foreword declares explicitly that the pamphlet offers no defense of "the retention of a social and economic order which has so signally failed to meet man's needs" though its specific purpose precludes discussion of these underlying factors. It is published as a statement of a point of view and what the author too modestly terms "a few general principles" to serve people confronted with the immediate and pressing problems of the emergency.

In his discussion of the conditions essential for good mental health Dr. Pratt cites the objectives of mental hygiene as they have been defined in the remarkable book, The Normal Mind, by William H. Burnham. Fundamental among these is "the habit of giving *attention to the present situation*." "To be able to do this day after day in the face of diverting temptations and to keep absorbed in only one thing at a time is, in a sense, a gauge of one's mental health," Dr. Pratt declares.

The need for concentrating on sitting down and carefully working out plans to secure a job, for instance, is one excellent preparation for the immediate future. If, however, a man thrown out of employment is finally convinced that his re-entry into industrial life is probably and permanently unlikely (because he has passed an arbitrary industrial age-limit or because automatic machinery makes his services unnecessary, or for some other reason) then he can still benefit from giving attention to the present by concentrating on working out some program for his readjustment to a future in which regular employment at his familiar tasks for an eight hour day may play no part. Here is where good social case work can do much to help. Since predictions recently made by industrial leaders and economists seem to indicate that for the reasons just stated thousands of men and women can never again hope with any certainty to be utilized in industry on a full-time basis, even with a complete return to "prosperity," such an attention to the present through individual program planning will be particularly necessary and helpful for this group in preventing a paralysis of activity as a result of brooding over the frustrations of the past or the difficulties of the future.

The second principle is "*the need for an active attitude in the face of difficulties*—in other words, the need for getting busy and really doing something about one's problems."

It is true that often there is little or nothing that an unemployed man can actively do about the securing of a job. In this respect he may be thwarted on all sides. Nevertheless even though he cannot avail himself of the help that comes from activity in locating a job, he can remain active in other wholesome ways. [The pamphlet lists instances of what these may be specifically.] Failure to remain active is being observed by hundreds of relief workers who report from all sections of the country an alarming increase of apathy and emotional dependency among the unemployed as well as of financial dependency.

Basic in any effort at application is an understanding of one's own emotional reactions and limitations, which should be illuminated by Dr. Pratt's clear analysis in the first chapters. Implicit in this analysis are the possibilities for furthering mental health in concrete and important ways through many of the activities now carried on by social agencies or communities, though these may bear the official names of recreation, adult education, community organization and the like. A section of the pamphlet describes instances of effective work now being done by scores of communities along lines which may be made even more important by a realization of all the values inherent in them, and a bibliography gives further practical value to the publication.

Both for the 1933 community and the social agency struggling to meet increased need and trouble, there is special weight in one of Dr. Pratt's suggestions: "When you believe there may be a morale problem involved as well as an acute relief problem, give the unemployed man or woman a *chance to talk it out*."

Psychiatrists have learned that in numerous mental disorders, even when little else can be done by the way of treatment, a copious "talking out" by the patient often results in at least temporary benefit. This process serves to drain off pent-up emotional tension and gives a feeling of relief and relaxation. It makes little difference whether the client keeps to one subject or whether he rambles. The main point is, by means of a tactful word of encouragement injected now and then, to get him to keep on talking as long as he wants to.

This suggestion may seem strange to some workers (and especially to volunteer social workers) who feel that they must "do something" to or for a client, and who think, unless they can, that there is no use in listening to a story of distress. Another group of social workers have been taught that it is unethical to secure information from a client which one cannot use. This attitude probably was developed to offset the former social-work habit of insisting on knowing everything about a client, even to the point of making the investigation meaningless and routine.

But today it is regarded as good social-work practice to conceive of the worker as having either or both (as the case may require) of two functions: (1) To accept information directly from a client *in order to relieve the latter's emotional tension* and (2) to accept information in order to help in formulating further plans for treatment. . . . For a social worker or relief investigator to deliberately cultivate the habit of being a good listener without too much responsive play of feeling at the story listened to may prove to be half the battle in maintaining a client's morale and mental health.

IN spite of mounting caseloads and overworked staff one family welfare agency reported successful and extensive use of this help to mental health by recruiting a selected corps of volunteers who were trained for the job and placed under skilled supervision. Nor does the need to release unhappy tensions apply to the program of the social agency alone.

The wise community also will extend wide tolerance to citizens gathered together in groups for the purpose of free speech and public discussion. In times like these free speech on the part of frustrated, disappointed, discouraged and resentful men and women is more than ever a healthy safety-valve, and the repressive attitudes which too many of our public officials have assumed in those matters in the past, are psychologically dangerous to the morale of the community as a whole.

In conclusion Dr. Pratt points out "Mental hygiene in its attempts to develop and preserve mental health becomes the responsibility of the *whole* community. It is something that cannot be isolated and apart. It is not special, separate or unrelated to the rest of the community's daily life. It impinges on every one of our public undertakings. Its recognition moves all of our problems of unemployment back to the neighborhood of their source."

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When Standards Break

By BEULAH AMIDON

THE heavy price that is paid by community and workers when industrial standards break and sweatshop conditions return is described in a remarkable study of Baltimore's garment trades, recently made by a group of economists and public-health experts, called into a strike situation by Mayor Howard W. Jackson. The investigation was directed by Jacob H. Hollander, professor of political economy at Johns Hopkins University, who had the assistance of members of his own department, four faculty members of the School of Hygiene and Public Health of Johns Hopkins, and the head of the department of political economy at Goucher College. These responsible investigators summarize their results:

> Conditions found in small garment factories in 1932 coincide with those described in a survey of the garment industry made in 1922. . . . Scarcely any of the twenty-one factories visited in 1932 were found to be absolutely unfit places for human beings to work in. It appears however that no special attention is being given to sanitary conditions and to the health of workers in garment factories.

The causes of the Baltimore strike, which is still in progress and which led to the inquiry, were defined in Professor Hollander's report to the mayor as:

> the general unsatisfactory conditions prevailing in the industry, particularly low wages, lack of security, unsanitary conditions and the practice of cutting wages by dismissing employes and hiring others at lower compensation.

Of the 125 firms in the market, all but two have settled with the union, the Amalgamated Clothing Workers of America. The workers in the two largest establishments—L. Greif and Brothers, Inc., and J. Schoeneman, Inc.—are still on strike. These two firms normally employ about a third of the six thousand garment trades workers in the Baltimore market. Professor Hollander points out that the inquiry was greatly hampered by the fact that these important employers

> have deemed it proper to withhold any information, even to the extent of refusing access to their plants, of evading interviews with their principles and of recognizing in any form the propriety of the investigation.

Using the available data, the investigators found that in Baltimore wages have been cut until girls earn between $5 and $8 a week, men between $10 and $20. Since in this highly seasonal industry the employe as a rule works only about thirty weeks a year, the report places the annual income of three fourths of the men at "not more than $500 a year."

Faculty members of the School of Public Health who inspected a fair sampling of local factories report that "most of the factories appeared rather dirty and disorderly and it was seldom found that any regular janitor service was provided." They found that "toilet facilities in the garment factories are invariably bad." Sinks with cold water, without soap or towels, are the only washing facilities available. No rest rooms are provided, and the visitors found no factory with an efficient mechanical system of ventilation. The inspections were made on cool fall days, and the report comments: "It is believed that in many plants the humidity and high room temperature would produce almost intolerable conditions during the summer months." No safety devices on the presses to prevent hand injuries were seen in any factory.

In their testimony at the public hearing, to which Dr. Hollander invited both employers and employes to discuss the grievances behind the strike, workers told what it means to toil under the conditions covered by the careful and dispassionate report of the experts. They spoke of the rats, mice, roaches and other vermin infesting shops that are "dirty and disorderly." They told of girls who faint when summer heat is intensified by steam from the presses and the lack of ventilation and who have to lie on the cement floors of "filthy toilets" or in the hallway of a factory lacking a rest-room or even a cloak-room. They described the discomfort of doing their work without decent washing facilities or adequate supplies of drinking water, of eating lunch at their machines, of having no place to hang their wraps or to place the food brought from home. They told, too, how their meager wages are reduced by having to teach beginners during their working time and of being "fired" to be replaced by "learners" who could be paid apprentice wages.

Shortly after the Hollander study was completed, J. Knox Insley, state commissioner of labor and statistics, investigated the garment strike. His findings, just made public, underscore those of the university group and at no point break down the testimony of the workers. Thus he reports average wages ranging from $8.25 for a 40-hour week to $10.19 for a 50.6-hour week. He found many instances of hourly earnings which fell below fifteen cents, and states that about one half the workers received less than twenty cents an hour. He adds, "It is unlikely, in the opinion of the commissioner, that any minimum wage which could or might be established . . . would drop to the level of the earnings of many of the workers whose records have been investigated."

OF plant conditions, the labor commissioner states: The fact remains . . . that a number of persons have attested . . . to conditions in the two plants owned and operated by J. Schoeneman, Inc., which, if present, would indicate decided carelessness and neglect on the part of those responsible; and while additional testimony . . . has declared these statements highly exaggerated, no evidence has been submitted which would completely nullify them; and the commissioner is of the opinion that the charges must have some basis in fact.

Based on their findings, Professor Hollander and his associates recommend inquiry into police conduct of the strike, investigation by the health commissioner of the health hazards obviously existing in many of the plants, and a conference of employers and workers, called by the mayor, looking to the settlement of the strike.

By appealing to experts to help clarify a complicated situation, Baltimore's mayor has not only made available to the community the facts behind a local industrial conflict, but he has brought forward a vivid and disquieting picture of what happens when standards of wages and working conditions give way under the pressure of hard times.

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166 Community Chest Campaigns to December 20, 1932

City	Raised for 1932	Raised for 1933	Goal for 1933
Akron, Ohio	$ 665,394	$ 540,374	$ 540,000
Albany, N. Y.	454,197	354,409 a c	461,338 c
Albert Lea, Minn.	15,296	8,916 a	16,350
Allentown, Pa.	235,726	145,000	171,798
Alliance, Ohio	57,000	35,700	35,597
Amarillo, Tex.	50,000	50,000 a	75,000
Ann Arbor, Mich.	64,098	47,934 a	62,938
Ashland, Ohio	33,303	31,500	33,000
Ashtabula, Ohio	38,151	25,426	31,800
Atlanta, Ga.	558,200 c	445,088 a	498,575
Auburn, N. Y.	84,861	66,052 a	75,750
Aurora, Ill.	126,925	84,000	125,595
Barberton, Ohio	40,011	33,298	37,132
Battle Creek, Mich.	164,184	120,000	164,491
Bellingham, Wash.	60,405	41,316	147,584
Berwick, Pa.	20,556 c	9,338 a	11,540
Bloomfield, N. J.	54,012 c	42,902 a	57,925
Bloomington, Ill.	71,149	20,000	28,000
Bound Brook, N. J.	23,279	22,550 a	22,000
Bridgeport, Conn.	550,197	351,941	505,476
Bristol, Conn.	220,741	103,077 a	103,977
Brockton, Mass.	119,223	126,487 a	152,382
Carlisle, Pa.	27,000	20,200	30,600
Charleston, S. C.	39,602 c	31,000	62,192
Charlotte, N. C. b	——	78,000	75,000
Chattanooga, Tenn.	239,745	200,500 c	250,000 c
Cleveland, Ohio	5,692,935	3,750,000	4,250,000
Columbus, Ohio	923,171 c	756,392 a c	897,147 c
Corning, N. Y.	53,660	50,739	54,500
Decatur, Ill.	127,740	87,000 a	131,152
Denver, Colo.	1,153,137 c	784,511 a c	1,303,000 c
Des Moines, Ia.	400,562	290,758	268,584
Downington, Pa.	13,951	12,765 c	14,000 c
Duluth, Minn.	319,815	275,000 a	303,850
Eau Claire, Wisc.	46,250	40,305	50,000
Elizabeth, N. J. b	——	173,655	201,950
Elmira, N. Y.	151,773	113,880 a	118,828
Elyria, Ohio	88,469	44,569	55,880
Fairmont, W. Va.	70,305 c	39,868	49,689
Faribault, Minn. b	——	9,361	9,000
Flint, Mich.	324,165 c	180,250 a	195,000
Fort Wayne, Ind.	419,421	336,000	375,000
Foxboro, Mass. b	——	2,800 a	3,300
Grand Haven, Mich.	14,700	9,700	12,500
Grand Rapids, Mich.	400,557	255,000 a	425,875
Great Falls, Mont.	64,000	54,000 c	50,000 c
Green Bay, Wisc.	62,687	31,066 a	35,000
Greensboro, N. C.	75,552	56,300	90,000
Halifax, Can.	63,054	55,000	65,000
Hamilton, Can.	113,578	90,000 a	120,000
Harrisonburg, Va.	7,500 g	10,500 g	11,000 g
Hartford, Conn.	1,221,691	1,204,341	1,250,000
Holland, Mich.	22,217	3,000 a	6,000
Holyoke, Mass.	138,604	84,000	133,500
Honolulu, Hawaii	544,294	505,763 a	500,000
Houston, Tex.	652,047 c	434,384	425,000
Hudson, N. Y.	19,894	28,840	30,000
Indianapolis, Ind.	1,043,405 c	818,868	1,052,632
Ithaca, N. Y.	80,001 c	70,661	74,300
Jefferson City, Mo.	21,760	18,964 a	19,970
Johnstown, Pa.	188,457	186,266	195,733
Joplin, Mo.	49,527	33,140	57,310
Kalamazoo, Mich.	137,587	109,344	122,525
Kansas City, Kans.	163,934	145,454	159,608
Kansas City, Mo.	1,522,528	1,321,000 a	1,662,800
Kenosha, Wisc.	170,885	95,706	93,000
Kent, Ohio	13,500	10,384	13,615 c
Kingsport, Tenn.	22,207 c	20,077 c	18,000 c
Knoxville, Tenn.	145,234	71,230 a c	150,300
Lansing, Mich.	198,000	122,000	183,000
Laramie, Wyo.	5,973	5,438 a	7,500
Lawrence, Mass.	62,986 j	90,111	151,878
Lewiston, Idaho	12,000	11,210	10,000
Lewiston, Me. b	——	30,491 a	63,300 c
Lincoln, Nebr.	183,469	162,649	158,363
Little Rock, Ark.	176,740	132,938 c	215,667 c
Long Beach, Calif.	227,797 c	135,000 j	225,938 c
Lorain, Ohio	75,233	46,622	46,500
Lowell, Mass.	172,304	138,160 a	150,700
Lynchburg, Va.	71,110	47,700	64,250
Madison, Wisc.	121,488	74,522	92,303
Marietta, Ohio	18,705 j	35,611 a	37,000
Marion, Ind.	59,543	47,318	46,942
Marion, Ohio	12,181 j	21,011	39,950
Marshfield, Ore. f	——	5,000	4,500
Mason City, Ia.	61,679	57,500	57,500
Medina, Ohio	9,856	8,160	8,000
Milwaukee, Wisc.	1,329,544	902,340	1,091,706
Minneapolis, Minn.	2,224,689 c	1,664,761 a	1,800,000
Montreal, Can. (Prot.)	757,482	735,000 a	776,000
Montreal, Can. (Cath.)	207,815 g	177,350	175,000
Moscow, Idaho f	$ ——	$ 6,000	$ 6,000
Muskegon, Mich.	126,254	84,821	107,541
Newark, N. J.	1,324,695	1,104,435	1,395,859
Newark, Ohio b	——	61,390 a	61,390
New Brunswick, N. J.	122,043	99,160	137,903
New Castle, Pa.	45,139 a	50,529 c	65,000 c
New Haven, Conn.	987,623	848,892 a	851,947
Niles, Ohio	16,000	12,000	15,000
North Attleboro, Mass.	13,407	9,000	8,700
North Tonawanda and Tonawanda, N. Y.	65,026	45,000	50,000
Northampton, Mass.	25,961	26,796 a	46,000
Norwalk, Ohio	15,230	12,600 c	14,000 c
Oklahoma City, Okla.	460,730	345,113 a	450,320
Omaha, Nebr.	611,425	594,318 a	611,160
Ontario, Calif.	15,000 c	8,500 c	12,000
Oranges, The, N. J.	603,583	491,000 c	602,731 c
Oskaloosa, Iowa b	——	13,000 a	15,000
Ottumwa, Iowa	74,091 c	70,490 a	76,230 c
Park Ridge, Ill.	9,476	4,500	12,000
Peoria, Ill.	227,390	179,473	200,000
Pittsburgh, Pa. d	5,491,026 c	2,483,108	2,480,160
Pittsfield, Mass.	194,890	147,074	147,069
Plainfield, N. J.	166,420 c	136,515 a c	163,838 c
Portland, Me.	230,312 c	201,000 c	247,000 c
Portland, Ore.	788,144 g	610,000 a c	787,296 c
Portsmouth, Ohio	84,524	68,500	82,000
Providence, R. I.	827,725	655,000 a	785,484 c
Pueblo, Colo.	131,528 j	97,585 c	117,727
Racine, Wisc.	376,523 y	130,000 a	136,200
Raleigh, N. C.	53,362	43,400	53,000
Ravenna, Ohio	11,272	12,885	11,950
Richmond, Ind.	83,515	73,126	70,230
Richmond, Va.	601,800	606,000	605,904
Roanoke, Va.	195,058 g	110,663 a	170,912
Roanoke County, Va. b	——	11,685 a	15,000
Saginaw, Mich.	215,739	160,000 a	243,000
St. Joseph, Mo.	162,519	103,000 a c	166,921
St. Marys, Pa.	18,499	16,239	14,000
St. Paul, Minn.	1,010,530	940,000 a	1,100,000
Salt Lake City, Utah	166,779	171,462	155,000
San Diego, Calif.	257,699	186,658 a c	266,556 c
Sandusky, Ohio	48,000	32,000	38,800
San Jose, Calif.	156,448	139,352 c	150,092
Santa Monica, Calif.	53,400	41,608 j	48,136
Scranton, Pa.	752,639	645,563 c	660,870 c
Seattle, Wash.	812,958 g	677,000 g	676,331
Sharon, Pa.	113,622	65,100	104,100
Sioux City, Ia.	109,475	147,869	130,857
Sioux Falls, S. Dak.	50,848	40,909 a	45,000
Spokane, Wash.	253,614 c	208,313 a	223,343
Springfield, Ill.	206,184	142,000 a	175,732
Springfield, Mass.	480,133 c	373,000 a c	505,455 c
Springfield, Mo.	77,549	77,933	88,500
Springfield, Ohio	183,204	135,674	152,876
Stamford, Conn.	212,510	210,055 a	215,047
Syracuse, N. Y.	334,621 j	450,445 a	596,250
Toronto, Can.	608,000 g	425,000 a g	645,000 g
Tulsa, Okla.	318,000	272,911	548,909
Uniontown, Pa. b	——	34,500 a	38,000
Vancouver, Can.	276,120	322,500 a c	400,000 c
Warren, Ohio	120,205	87,095	95,334
Washington, D. C.	2,417,694	1,915,438 a	2,419,787
Washington, Pa.	54,583	35,000	60,000
Waterloo, Iowa	111,666	75,905	74,832
Watertown, N. Y.	121,506 c	90,000 a	99,672
Wausau, Wisc.	70,167	55,110	52,291
Waynesboro, Pa.	26,328	27,002	26,850
West Chester, Pa.	48,022	41,700 a	47,000
White Plains, N. Y.	106,771	81,500 a	115,200
Wichita Falls, Tex.	61,383	48,985	48,649
Wilkes Barre, Pa.	502,338 g j	549,448	540,000
Williamsport, Pa.	105,136	116,000	112,000
Worcester, Mass.	630,341	488,778	530,202
York, Pa.	206,549	134,991	158,330
Zanesville, Ohio	87,104	62,480	84,827
Totals for 166 chests		$39,641,152	$46,605,305
Percent of goal 85.1			
Totals for 146 comparable chests	$45,440,257	$35,334,304	$41,875,556
Percent of goals 84.4			
Percent of 1932 77.8			

a Incomplete.
b First campaign. Not included in totals.
c Emergency funds included.
d Not included in totals. Readjustment of items included in campaign make the two years non-comparable.
f Not included in totals.
g Tax subsidy included.
j Campaign for partial year.
y Goal of $440,000 included $360,000 for relief.

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THE COMMON WELFARE

Ups and Downs of Foundation Grants

THE composite picture of American philanthropic foundations for the year 1931 has these outstanding lines: the $54,604,603 given away was 20 percent less than in 1930; some $38,000,000 of it was from income and over $16,000,000 out of principal; the heaviest cuts were in the fields of medicine and public health (43 percent) and of education (19 percent), yet these two fields, which have long been major interests of several of the largest foundations, received almost two thirds of all foundation grants ($17,000,000 and $13,500,000 respectively); the largest increases were to the social sciences and social welfare (45 percent each), the latter running to almost $3,500,000 and being in large part a response to appeals for the unemployed and the destitute.

The figures are taken from the 1932 edition, covering the year 1931, of American Foundations and Their Fields, published by the Twentieth Century Fund, of which Edward A. Filene is president and Evans Clark director. It is a compact combination of text, tables and charts that might serve as model to many annual reporters with their flair for unabridged models.

The table showing increases and decreases might furnish a text for a sermon on giving. Taking only amounts of $100,000 or more, the largest percentage of decrease, 69, is under the classification of religion (from $1,205,957 to $367,895); the largest increases, as stated above, in social sciences and social welfare. Some whimsicalities appear in the lower brackets. Cemetery maintenance, for instance, went down 86 percent and animals, including wild ones, gained 93 percent. Somebody gave $532 for aviation and $100 for prohibition. While heroism, humanities and civil liberties declined, there were gains for city planning and housing, engineering, labor and birth control.

Doctors Still Disagree

ANGRY noises on the part of spokesmen for organized medicine seem to have aroused a public impression that the report of the Committee on the Costs of Medical Care (see The Survey, December 1, 1932) has ranged the doctors against the laymen. The truth, fortunately, is quite otherwise. When The Journal of the American Medical Association branded the report's recommendations as "incitement to revolution" or "utopian fantasies" it included in its opprobrium seventeen physicians who signed that report, among them as illustrious names as the profession can offer, while the objectors who take the minority stand include only eight doctors—two of them officers of the Association.

Another important misconception seems to have arisen at least among members of the medical profession in the Journal's comments on the report released a few weeks ago by the Commission on Medical Education. This latter publication represents many years of careful and responsible study of the subject indicated by its title, and as a part of that study includes observations on the place of the physician in the economic order. Its stress is on the need for better doctors. Far from opposing the suggestions of the Committee on the Costs of Medical Care, as The Journal implies, it agrees that there are defects in our present system of delivering medical service to people who need it, urges local experiment, with community responsibility under certain circumstances, and declares that "it is highly important that the medical and allied professions be informed of the merits and advantages as well as the defects of insurance plans, which contain certain elements which ought to contribute to better medical services."

Organized medicine itself has taken a progressive look in principles adopted by the California Medical Association and laid before the local societies for approval and adoption in concrete form. These principles declare for the adoption of the insurance principle in medical care given through county medical societies to individuals for specified fees paid at periodic intervals. The patient would have the right to select any physician in the entire membership of the society, which would serve as a kind of medical partnership, and hospital and nursing service may also be organized under the control of the societies cooperating with approved existing institutions on the same insurance principle, offering care at need for a stated periodic payment. As an antitode to the tantrums that seem to be engendered at the headquarters office of the organized medical profession one may urge the hopeful patient to look West.

Where We Are on Insurance

"SOME sort of unemployment insurance is going through this winter," is a comment frequently heard where two or three are gathered together to discuss what can be done to ease the burden of the hard times. The actual status of unemployment insurance as a legislative possibility in this country is summarized in a group of articles in the current issue of the American Labor Legislation Review, where the provisions of pending legislation and the findings of commission reports are brought together in compact and readable form. Since the American Association for Labor Legislation in 1930 drafted its "American plan" for unemployment reserves (see The Survey, February 1, 1931, page 484) one state, Wisconsin, has passed an unemployment compensation law, and eight official investigating commissions have reported in favor of such legislation. These commissions represent national, state and municipal legislative bodies: the United States Senate Committee on Unemployment Insurance, the Ohio, California, Massachusetts, New York and Connecticut state commissions, the Interstate Commission on Unemployment Insurance and the Baltimore Municipal Commission on Employment Stabilization. In most instances, as in Ohio, the draft of a proposed measure is included in the commission report (see The Survey, December 1, 1932, page 643). The Connecticut commission submits for further study what they call a dismissal wage bill as a simpler method of legislative relief for industrial unemployment.

In Pennsylvania, a Committee on Workers' Security (with Reference to Unemployment Compensation or Insurance) was appointed by Governor Pinchot early in November. Charles L. Denby, Jr., of Philadelphia is chair-

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man of the committee which includes representatives of employers, labor, the General Assembly and the public. The committee has held four general meetings, at which it asked interested employers, labor leaders and other informed citizens to state their views on unemployment insurance in relation to the Pennsylvania situation. State legislative commissions are at work in Illinois and Louisiana.

Last year, with nine state legislatures meeting in regular session, eighteen unemployment insurance bills were introduced. This year, forty-three legislatures are meeting, and the American Association for Labor Legislation estimates that at least twenty of them will consider unemployment insurance. In some states, notably Ohio, Massachusetts and New York, several bills will probably be introduced, embodying various schemes for compulsory, state-administered unemployment insurance.

In His Father's Footsteps

IN the days of decision when the National Government was set up in England, young Malcolm MacDonald threw his lot in with his father, the Labour prime minister, who is today the head of a virtual Conservative government. Before the Ottawa Agreements Bill passed the House of Commons, it fell to the lot of the son as undersecretary for the dominions to reply to the fortnight's debate. His friends in this country—for he has made them on various trips here—may be interested in these paragraphs from the account of the debate by the parliamentary correspondent of The London Daily Mail:

Two pictures I have vividly in my mind. The first is of this spare young man, looking no more than a boy, preaching empire unity to a packed and silent house of M.P.'s, nearly all of whom were older than he.

The second is of this same young man sitting almost indifferently on the government bench while ministers and ex-ministers crowded round him pouring out their praise on a splendid performance.

. . . Mr. Baldwin, Mr. Chamberlain, and Mr. Thomas, his chief, who had sat down in order that the young man should have this great chance, followed his every word. . . . When his speech was over the House burst into a cheer that lasted a full minute. . . . Then came the most gracious gesture of all. Sir Herbert Samuel, who had been bitterly attacked by all and sundry throughout the debate and not least by government ministers, came behind Mr. MacDonald, patted his shoulder and smiled his congratulations.

Pearl Buck Speaks to Negroes

AT a meeting arranged in Harlem by Opportunity, a journal of Negro life, Pearl S. Buck, author of The Good Earth and a missionary to China, said some memorable things to a large audience of colored and white friends of the magazine. She told them that she had known in her own person what it meant to experience hatred and oppression from members of another race. "I have escaped death," she said, "only because people whose skins were of another hue than mine but who knew the real me under my alien color, risked their lives to keep me in safety. Many times, witnessing the attitude of members of my own race toward those of another color, I have been so ashamed that I could have wished I were not white. You must forgive us, not once but many times, and by forgiveness without bitterness you will gain strength. I had rather be he who forgives than he who is forgiven."

With a simple sincerity that carried to every heart in the room, Mrs. Buck discussed, almost as might a visitor from another planet, the essential stupidity of race feelings of inferiority and superiority, calling upon the Negro race to demonstrate its own superiority in its own characteristic accomplishments.

Working for the Railroad

THE conflict of interest involved in setting "fair" wage rates in modern industry was never more apparent than in the complicated negotiations between railway union executives and management, which ended late last month with the extension of a 10 percent wage cut for nine months, to October 31, 1933. The cut was accepted a year ago by representatives of the million and a half workers affected, though they branded it "a dole to capital." When the reduced wages were agreed to, it was stated that the cut would mean a saving to the roads of $210,000,000 for the year (see The Survey, December 15, 1931, page 293). The discharge of 110,000 men since then, the workers hold, has cut the total payroll to such an extent that the expected saving has shrunk to $150,000,000. Meanwhile, net earnings have gone down and an enormous new load of indebtedness has been incurred, as spokesmen for the managers stated, "to avoid a whole chain of receiverships." Under the new agreement, the workers managed to preserve the present wage status in spite of continued shrinkage in railroad earnings. Negotiations affecting wages after the expiration of the present truce may be started either by the unions or by the management after June 15, but only on a national basis. If such an issue is raised, it is to be handled under the Railway Labor Act. Management holds that under present conditions, the roads cannot consider a return to a higher wage level. Spokesmen for the unions insist that the workers are being called on to bear more than their share of the cost of hard times. Neither side brings forward, as the workers did a year ago, a program for meeting affirmatively the situation the railroads face today.

Racketeering and Injured Workers

IN a report to Governor Roosevelt, the Committee to Review Medical and Hospital Problems in Connection with Workmen's Compensation Insurance finds in New York State "uncontroverted evidence of existing rackets." Study of a cross-section of cases seems to the Committee to show clearly that much of the medical testimony before the referee or the Industrial Board "is determined by the financial interest of the party which employs the physician." A case study of one group of commercial clinics shows that injured workers are not getting proper treatment; that doctors of the most meager qualifications have been put in charge; that records are inadequate and nurses and even a layman were permitted to treat patients; that records were grossly inadequate, bills padded and claims fraudulent, and costs skyrocketed to the disadvantage of industry and the advantage only of "a group of lay and medical racketeers." The compensation "battle" gives the physician the incongruous dual rôles of doctor-investigator and doctor-lawyer, with the result that many physicians of the higher type have withdrawn from compensation work. Beyond the injustice to injured workers the Committee is "firmly convinced that the present (*Continued on page 26*)

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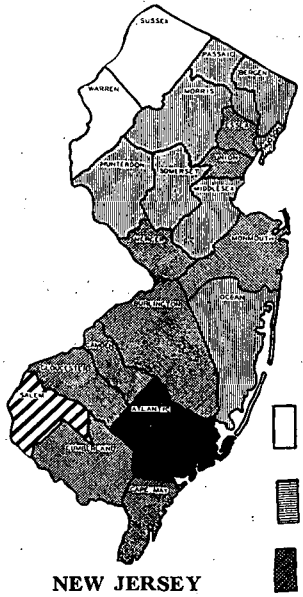
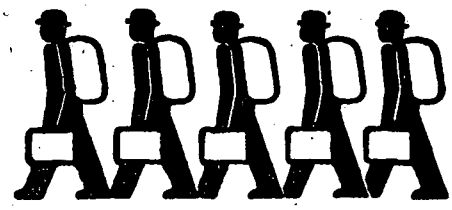
DISTRIBUTION

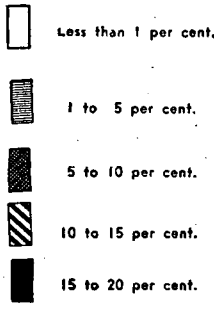
"I wish you wouldn't squeeze so," said the Dormouse, "I can hardly breathe."
"I can't help it," said Alice very meekly. "I'm growing."
"You've no right to grow here," said the Dormouse.
"Don't talk nonsense," said Alice more boldly. "You know you're growing too."
"Yes, but I grow at a reasonable pace," said the Dormouse, "not in that ridiculous fashion."



NEW JERSEY



Each figure represents 12,000 Negroes who migrated to New Jersey from 1920 to 1930



Less than 1 per cent.
1 to 5 per cent.
5 to 10 per cent.
10 to 15 per cent.
15 to 20 per cent.

New Jersey's Twent

A NEW race is growing up in New Jersey. As Edwin R. Embree says of the Negro in America, it is new in its biological and social make-up; it is distinctive; it still represents liabilities to the state; it still suffers great hurts from the neighboring races, but it also contributes its own gifts.

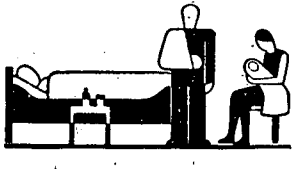
Every twentieth citizen of New Jersey is a Negro which means the highest proportion of colored population of any of the northern or western states. Between 1920 and 1930 the rate of increase was twice as rapid as that of the white population. This phenomenon with all its social and economic implications, led the New Jersey State Conference of Social Work, through its Interracial Committee and in cooperation with the State Department of Institutions and Agencies, to undertake, two years ago, a survey of Negro life throughout the state. A summary of the findings and recommendations has now been published in a pamphlet from which The Survey is privileged to reproduce pictorial charts with their accompanying pertinent bits from Alice in Wonderland, these last an engaging feature of a special edition of limited circulation. The pamphlet may be secured from the New Jersey State Conference, 21 Fulton Street, Newark, N. J.

The survey, as the graphs indicate, was broad and deep. It analyzed population and explored economic status, family life, health including morbidity and mortality, dependence, religion, recreation, delinquency, crime and community attitudes.

SICKNESS AND DEATH

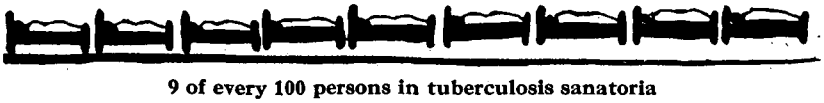
"They couldn't have done that, you know, they've been ill."
"So they were," said the Dormouse, "very ill."

7 of every 100 births



12 of every 100 infant deaths

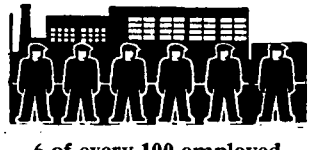
8 of every 100 deaths



9 of every 100 persons in tuberculosis sanatoria

EMP

10 of every 100 unemployed workers



6 of every 100 employed workers

2 o

26 of every 100

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Citizen—the Negro

The recommendations, which touch on twenty-four ›pics, focus on greater equalization of opportunity for ıis one fifth of New Jersey's citizenry and more par-cipation of the Negro in community life. They urge ıual opportunity for employment and promotion for l Negro workers, improvement of housing including ıral slums, more and better facilities for hospitaliza-on especially for the tuberculous, more leisure-time cilities and more adequate foster and boarding-home ıre for children. Education is stressed: "At least venty-five hundred more Negro children in school," nd, "Reduction of illiteracy to 'normal'—at least 847 fewer Negro illiterates." The report is emphatic ı calling for "an increased awareness of and approach › its own problems by the Negro community." The Negro community must concern itself with the prob-m of its own dependents, must establish its own rotective program for its delinquents and pre-delin-uents, must develop local groups to study and im-rove local conditions. There must be "a decrease of ıscrimination and a surcease of segregation," and the inclusion of the Negro population in all programs ›r social and civic improvement, receiving all the ghts and privileges of citizenship and assuming its ıll share of responsibility."

The survey was financed by a special grant from ıe Spelman Fund. The research was directed by a de A. Reid of the National Urban League, New ork; assisted by Thelma Skiff Fuller, and Emil Frankel the State Department of Institutions and Agencies.

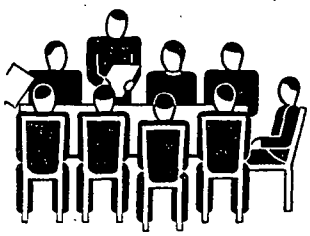
EDUCATION

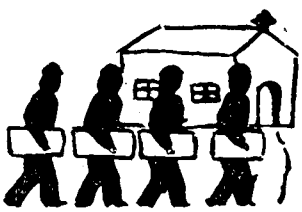
"We had the best of educations—in fact, we went to school every day—"

"I've been to a day-school, too," said Alice, "you needn't be so proud as all that."

"With extras?" asked the Mock Turtle a little anxiously.

"Yes," said Alice, "we learned French and music."





4 of every 100 children attending school

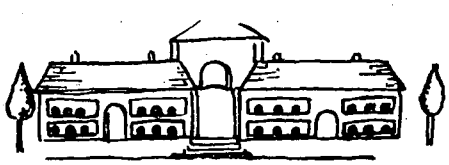
7 of every 100 illiterates

DELINQUENCY

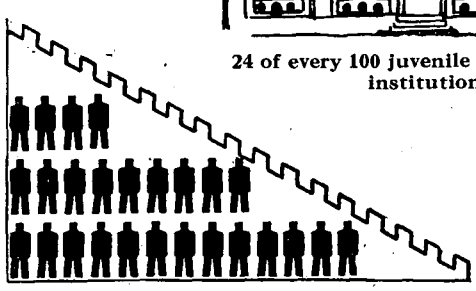
"Consider your verdict," the King said to the Jury.

"Not yet, not yet!" the Rabbit hastily interrupted.

"There's a great deal to come before that!"



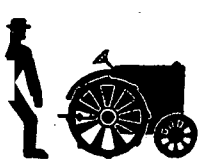
24 of every 100 juvenile delinquents in institutions



26 of every 100 adult delinquents in prison

ENT

17 of every 100 married women employed away from home

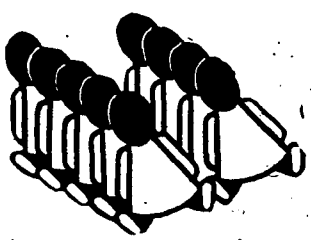


·rmers

4 of every 100 industrial workers

domestic service workers

DEPENDENCY



9 of every 100 dependent children

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(*Continued from page 23*) system unfairly adds fictitious and fraudulent expense to industry and to the insurance carriers."

The Committee, which is composed of leading physicians, representatives of the State Labor Department, the public and others, under the chairmanship of Howard S. Cullman, urges prompt and vigorous action through the appointment of a commissioner under the Moreland Act to strengthen the Workmen's Compensation Act for the benefit of injured workers and industry itself. They urge that any agency carrying on further investigation consider the recommendations offered by the medical subcommittee, including the appointment of a panel of qualified and specially licensed physicians to treat compensation cases, the right of the worker to choose his physician from this panel, the appointment of a grievance committee to hear complaints against physicians, the discontinuance of all commercial and insurance clinics for treatment of injured workers, and consideration of the advantages and disadvantages of an exclusive state fund to write workmen's compensation insurance in New York.

Upholding the Schools

CHARGING that Chicago's educational standard is "being lowered to that of peasantry," the Superintendent of Schools Advisory Council, made up of five hundred civic, business and professional leaders of the community, at a meeting last month put forward a fourfold depression program for the schools. Drafted to meet a crisis in one city, the program clarifies the situation faced by many American school systems.

As a more constructive economy scheme than budget-slashing on a flat percentage basis, the Council urges, first, that expenditures on plant, buildings, equipment and business operation be minimized, keeping in mind that "the educational functions of the school system are entitled to paramount consideration"; second, that even with diminished revenues, every effort be made to provide "instruction of an appropriate type for youths who otherwise will be cast upon the streets"; for older boys and girls, "who are in peculiar danger at this time," opportunities for trade and vocational training; finally, that the school plants be made available outside school hours for "community activities that will sustain the morale of the people."

Admitting that "all this may sound impractical and Utopian in view of the hard fact of a diminished budget," the Council holds that this is the time for the community to "examine fearlessly and with open minds the work of the schools."

Chest Campaign Results

NO one with even a dash of realism in his system is surprised that the community chests fell short of their goals. (See page 21.) Competent observers had long seen it on the cards. Reduced incomes in the upper brackets, vanished jobs in the lower, took their toll of contributions. Increased public-relief funds, which absorbed some of the emergency relief load but afforded an elegant alibi to the alibi-minded, had an influence. That the gap between objective and accomplishment was not wider is due, say these same observers, to organization more effective than ever and to the power of conviction that went into the campaigns, not forgetting the reinforcement of local effort by the national publicity of the Welfare and Relief Mobilization. In many instances, particularly in large cities, the inner circle of chest advisers was aware that the goal was probably unattainable. But these men believed that they owed it to the community and to the member agencies to present a true budget of needs rather than one which this person or that thought could or could not be raised.

This winter finds the chests as a whole just about back on their pre-depression footing. The Association of Community Chests and Councils, comparing the figures of this last campaign with those of the falls of 1928 and 1929, finds that in 120 cities, a fair sampling of big and little, the amount raised in 1932 was only a fraction of one per cent less than the average of the two years of peak prosperity. The catch in that of course lies in the fact that while community funds are at 1928–29 levels community needs are those of 1932–33. And that is a different story.

The General Welfare Tax League

WITH Harold S. Buttenheim as president and an advisory board including Charles A. Beard, John R. Commons, Harold W. Dodds, Paul H. Douglas, Ralph C. Flanders, Jacob H. Hollander, Lawson Purdy, Thomas H. Reed, Frank H. Sommer, the General Welfare Tax League has been organized and christened at a time of crying need. Not only are the times out of joint and public finances at sixes and sevens, but the world is full of other tax associations with selfish or special purposes to serve. Non-partisan in character with no special ax to grind, guided by eminent authorities, this newcomer in the field is adequately equipped for the task it has set for itself. According to its platform the League will seek by means of research and organized effort, to translate the findings of economic investigation into concrete legislation for the raising of public revenues. It hopes to be, to some extent, a counteracting force to the strong and organized pressure of special-interest groups which are constantly seeking to influence tax legislation in their own behalf.

+ Children —

A SOBER anxiety pervades the annual review of America's children recently broadcast in the twentieth report of the chief of the U. S. Children's Bureau. There are bright spots. Deaths of babies, according to provisional figures for 1931, again declined by a percentage which is slight when measured by the trend line from 1915–30 but important in view of prevailing economic conditions. Deathrates of mothers from puerperal septicemia were lower in 1930 (the last year for which compilations are available) than ever before recorded, undoubtedly due in part to interest and effort on the part of the medical profession. Juvenile delinquency rates declined in both 1930 and 1931. In the latter year fewer boys were charged with mischief, truancy and being ungovernable, though stealing, the most common offense among boys and the one "that would be expected to show the effect of economic conditions" took an upward slant. There has been a substantial decline in child labor since 1929, doubtless due in part to business conditions since the figures vary widely from city to city and state to state: in some places the depression has brought new demands for child labor. Assistance under mothers' aid laws reached twice as many children in June 1931 as were helped in that way a decade earlier.

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On the red side of the ledger Miss Abbott notes the demoralization of thousands of boys who are on the road, living in jungles, hopping freights, often hungry, sick, injured, discouraged (see Boys on the Loose, The Survey, September 1, 1932). "The size of the problem requires state and national cooperation." Studies in coal-mining and lumbering areas in a dozen or more states show widespread undernourishment of children. State and federal assistance were found to be needed urgently also for immediate relief and a plan for reemployment of miners in areas where the Society of Friends has been carrying emergency child-feeding programs. The consumption of milk, the single most important food for children, is known to have gone down in some communities.

In this brief, factual summary of the year's work, the Children's Bureau emerges once more with a courage, usefulness and indefatigability exceeded by no other arm of government.

Caroline Stevens Wittpenn

MORE than one thousand people went in Rolls Royces and Model T Fords and on foot to the funeral of Mrs. H. Otto Wittpenn, who died last month shortly after her seventy-third birthday. She had been publicly acclaimed as "the best loved woman in New Jersey," one who was known not only to the managers but to the clients of the more than sixty social agencies through which she had poured her unflagging energy and serene spirit. As a member of the State Board of Control she had for many years been an important factor in the development of the model institutions and public social services for which her state is known. A caller at her home might find her one day going patiently over the case record of some bedraggled little girl whose foot had slipped; on another day discussing with technical knowledge the specifications for a medium-security prison. She did some such task every day, and had done so for more than fifty years. Mrs. Wittpenn was of the Stevens family, which has been the center of social, civic and educational life in Hoboken for generations. She had a heritage of social service which she took up as a girl and never laid down.

Hugh F. Fox

TWO neighboring states, New Jersey and Connecticut, claimed Hugh F. Fox as citizen and he contributed to their social and civic development in different epochs of his life. But he was born in England and New York City was his base for those national activities for which he was widely known. It was as president of the New Jersey State Board of Children's Guardians that he became interested in child labor. He not only pioneered the reform there as chairman of the state committee, but a quarter of a century ago he carried the principles he had espoused to a meeting in Atlanta of the National Conference of Charities and Correction. As a business man he challenged his fellows to fend against the evils which had scotched older industrial districts and which were then in their incipiency in the South. Social work, prison reform, the prevention of tuberculosis, the community needs of Plainfield, the educational and civic needs of Greenwich,—he put himself into all these and his death at 69 has removed an engaging, likable, effective man of affairs who was rarely gifted in turning his social enthusiasms into action. His business was in hops, and on a notable occasion soon after the turn of the century he spoke his mind freely on those demonstrable evils in the retail trade which had made the brewers vulnerable to the attacks of the mounting prohibition movement. Instead of resenting his criticism they took it to heart and asked him to help them put an alternative program into operation. For twenty-five years he served as secretary of the United States Brewers' Association. The about-face, however, came too late and beer was banned along with hard liquor in the general recoil against the saloon. His death is an especial loss at this juncture as he would have been a force for moderation and constructive action in the period of change ahead.

1933

PSYCHOLOGISTS certainly and the Greeks probably have a word for the tenor of the messages which brought the seasonal greetings of social workers, bless 'em, to this sanctum. Let 1932 bury its own wreckage—let 1933 bring a new deal!

Neva R. Deardorff turns to Walt Whitman for her vision of the new year:

I dream'd in a dream I saw a city invincible to the attacks of the whole of the rest of the earth,
I dreamed that was the new city of Friends,
Nothing was greater there than the quality of robust love, it led the rest,
It was seen every hour in the actions of the men of that city,
And in all their looks and words.

Dr. Ira S. Wile throws 1932 out the window and hopes that we "will have all the joys of the New Year season with untold exaltation of the spirit and increasing realization of all that life means to those who retain their sense of humor and balance." Same to you, Doctor. Louise M. Clevenger, St. Paul, saltily condemns 1932 and all its works and adds, "However I suppose when evolution becomes obvious it is painful." William H. Matthews, whose job in New York unemployment relief these past three years would have killed a lesser man, puts himself gaily into a high hat on a tall horse and megaphones two cheery jingles of his own making. Paul S. Bliss, St. Louis, turns from man-made insecurity to the steadfastness of trees and in a little volume of his own verse, The Arch of Spring, gives his friends glimpses of the vision that sustains him. Dr. Clarence M. Hincks offers—and who could do it better?—a mental-hygiene prescription for 1933 compounded, with pharmaceutical proportions indicated, of Spirit of Cooperation, Essence of Fortitude, Tincture of Security, Infusion of Compelling Objectives, Elixir of Work and Spiriti frumenti, all this to be taken "*cum vitae gaudio.*"

And finally, if all other spirit-lifters had failed, there was the message of Martha Bensley Bruère's scissor picture:

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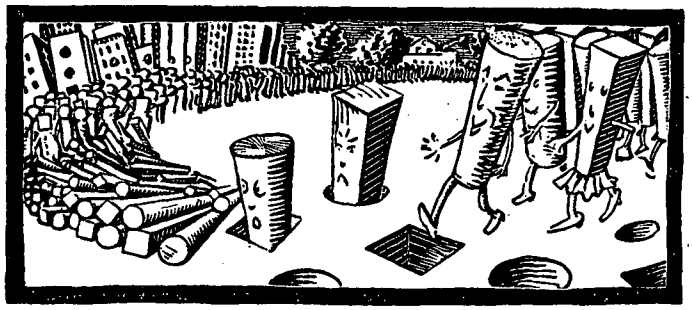

SOCIAL PRACTICE

Footholds of Security

IF you are a thoughtful person you can't be very long on the job of dealing with homeless and destitute people without trying to find some help for them beyond a night's lodging and a meal of victuals. From Pittsburgh, with its overload of unemployment and distress, come two proposals for farm colonies of sorts designed to give a new foothold to those who have lost all security. A. W. Grotefrend, who sees homeless men passing through the Central Application Bureau at the rate of two thousand a month, and who has studied them individually and en masse, believes that farm colonies near large centers of population will open up new frontiers of employment for these men whose work habits have become demoralized. He tried it out last summer with sixty men on a small farm near Pittsburgh and found the result so satisfactory that he now hopes to operate next summer a farm-camp for some two thousand men.

The plan of the Pittsburgh Y.M.C.A., proposed to the Allegheny County Emergency Association is for garden farms, small tracts close to the city where families transplanted from congested sections would be able to produce part of their subsistence even in times of normal employment. The Y.M.C.A. cites instances where the substance of the plan has been tried and urges its development in an orderly fashion as a self-liquidating project financed by long-term government loans.

Work in Case Work

AN experiment with a work-relief project for case-work purposes is going on at Montefiore Hospital in New York for a selected group of some eighty clients of the Jewish Social Service Association. The hospital supplies, chiefly in its carpentry, machine and paint shops, under the supervision of its own foremen, training in new trades or further training in the client's own trade when his training is deficient or outmoded. The clients, both men and women, are chosen from the Association's under-care relief cases. Wages are held to the budgetary needs of the family by staggering the number of days' work assigned each week.

The purpose of the experiment, or demonstration as it promises to be, is to reestablish work habits and to develop self-confidence in persons, able-bodied or with limited physical or mental handicaps, who cannot be placed by the emergency work-relief organizations and whose future earning capacity seems jeopardized by long continued unemployment.

A Clothing Pool

WHILE most people agree that new clothing is a necessary measure of relief the fact remains that most communities lean heavily on used garments for supplying the needs of destitute families. The experience of the Detroit Council of Social Agencies, which organized last fall to pool all clothing resources, indicates what system and teamwork can do in this line.

Twenty-two agencies, public and private, including the police department, the federated churches and the attendance department of the schools, joined forces to meet clothing needs through a special committee of social-work executives. Ten district centers were established, stocked with Red Cross cotton garments, with shoes, stockings and men's and boys' clothing purchased by the Department of Public Welfare and with used garments collected continuously through hundreds of school, church, lodge and neighborhood committees. These committees sort and inventory the garments they gather and dispose of useless things before the lot goes to the district committees which in turn equalize the supplies among the centers. Distribution is on requisition from the D.P.W., the Attendance Department and churches and agencies approved by district committees.

This all sounds simpler than it actually is. As a matter of fact there is meticulous, detailed organization for collection and a good many cogs in the machinery of distribution. For instance, supplies purchased with D.P.W. funds must go only to D.P.W. cases; the supply of Red Cross cotton garments is still insufficient though a million and a quarter yards of goods were allocated to Detroit; accounting is something of a cross with different systems for D.P.W. and Red Cross stock. But three months' experience has ironed out many rough places and has demonstrated that the system can maintain a steady, equalized supply of clothing, without feast or famine. Ella Lee Cowgill, metropolitan secretary of the Council of Social Agencies, 51 Warren Street West, Detroit, has on hand a statement of the complete set-up which she will send to interested agencies.

Not by Law Alone

THE capacity of law and of rigid legal processes to deter youthful criminals is challenged in a recently published study by the Sub-Committee on Causes of the New York State Crime Commission. The monograph of 310 pages, written by Harry M. Shulman, is entitled The Youthful Offender: A Statistical Study of Crime Among the 16–20 Age Group in New York City. Copies, $1, from Mr. Shulman, County Penitentiary, Welfare Island, New York.

Adolescent youth is responsible for considerably more than its share of crime, says the subcommittee, and while automobile theft is now the most frequent offense the incidence of more serious crimes is large and growing. The report sharply criticizes the existing procedures of criminal justice for this age group and describes as "arbitrary and capricious" the sharp separation of offenders at the age of sixteen between the children's and the adults' courts. Judges have little regard for the prognosis indicated by the social background of the offender and are prone to sentence indiscriminately with their eyes on the offense and not on the offender. The control of adolescent crime must come not from more drastic laws but from more intelligent vocational, educational and recreational programs for boys and girls and from more humanity in the judicial handling of juvenile offenders.

Progress in Depression

MOST communities are content these days if welfare activities hold their own. But San Diego, Calif., has had the courage to look for progress by checking its present status against a community survey made in 1929 by George B. Mangold of the University of Southern California, and has made the cheering discovery that hard times or no hard times sixteen of the recommendations have been wholly or partially put into effect. The original study was a joint project of the city, the county and the Community Chest. "It left the community," says J. H. Rainwater, chest secretary, "with a fact-finding attitude toward social work." Which, as anyone will admit, is a pretty sound attitude to build on.

In line with Professor Mangold's major recommendations San Diego now has a Community Welfare Council which serves as a coordinating and planning body, and a chapter of the American Association of Social Workers which has definitely influenced personnel standards. Following detailed studies by the Council has come the realization of further recommendations such as the establishment of visiting-nurse service, two new neighborhood

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centers and an old peoples' home, the provision of part-pay beds in the county hospital and the general clarifying of the functions of relief and child-care agencies.

Welfare on Its Own Feet

THE campaign initiated last summer by the North Carolina State Board of Charities and Public Welfare to induce counties to employ full-time superintendents of public welfare has borne fruit in, at last accounts, nine new appointments, bringing the total of such officials in the state up to fifty-nine. In North Carolina welfare administration has been tangled up with the schools, the superintendent of the latter being ex-officio superintendent of the former. Recent legislation however has made it possible for the state to subsidize county-welfare work by paying that part of the officer's salary and traveling expenses, usually half, hitherto charged to education. This inducement, plus the growing needs of the relief situation, has greatly accelerated the movement to put welfare work on its own two feet.

Who Pays Unpaid Rents

AS in most other cities—note the honorable exception of Milwaukee—the unemployed of Philadelphia have to keep a roof over their heads as best they can. The relief organization pays no rents. But unlike other cities Philadelphia, through its Community Council, proposes to find out just what part unpaid rent is playing in family economy during the depression and to ascertain just what is the contribution of landlords to unemployment relief through the item of unpaid rent. The Council's Department of Research, Ewan Clague director, has recently undertaken a study which will, it is believed, bring to light certain basic facts concerning the rent and home-owning situation including among other things the number of months each family is in arrears and the total amount of its unpaid rent or building-and-loan dues. Thus far thirty thousand blanks have been filled out. From these a large sample will be selected for special investigation. In addition a representative group of landlords and realtors will be surveyed to determine the property and business loss which this group has undergone through unpaid rents.

Another Philadelphia study, now under way, is of ten thousand men and women on work relief in 1931. Why were these particular people the ones to suffer from unemployment, or, being unemployed, why did they have to appeal for help? How did they differ from their fellows still "in work," or who, being out of work, were able to manage for themselves? And what part did industry and the community play in their misfortunes?

A third study, almost completed, is of 1576 applicants for emergency loans during the winter of 1930–1931, when the Committee on Unemployment Relief set aside $50,000 for loans to heads of families who in ability, character and work history appeared to be good risks. The detailed form of the questionnaire yielded comprehensive and unusual data on family economics. Through the Social Service Exchange the course of families who later were obliged to seek direct relief was followed. This study will, it is believed, give definite indications of the practicability of character loans as a method of relief in a period of widespread unemployment.

But the Service Survives

ONE year ago there were three day nurseries in the Richmond, Va., Community Fund. Today there is one. The depression is in part responsible but the Nursery Council of the Council of Social Agencies knows that case-work methods have done more to reduce nursery activity than hard times. One nursery dropped out early in the year. In November the Nursery Council succeeded in working out a plan whereby the two remaining ones consolidated their boards, budgets and programs. Foster day-care will be used when necessary and desirable and one central institution will be maintained. This institution is even now operating at far less than its capacity.

This is the first of several combinations of agencies toward which the Community Fund and the Council of Social Agencies are working.

And speaking of Richmond, that city, with its tobacco factories comparatively undepressed by the depression, has bravely chosen this time to build a Negro gymnasium, the first in the city if not in the south. The money was raised in a special campaign last June and construction has now been authorized.

WELFARE officers of the eighteen towns and four cities of Westchester County, N. Y., have formed a committee to coordinate and equalize relief procedures and standards in the various communities.

THE American League to Abolish Capital Punishment, its budget hard hit by depression, has decided to put its strength this year into educational work during legislative sessions rather than to initiate legislative campaigns as in past years.

IF Missouri legislators heed the mandate of the people old-age pensions will go on the statute books this winter. By an overwhelming majority the electorate approved a constitutional amendment removing the bar to such legislation.

FELLOWSHIP HOUSE, 71 West 47 Street, New York, has available a leaflet describing its last summer's experiment with a work-shop camp for unemployed boys conducted on an abandoned farm on Long Island. The camp supplied normal recreational and occupational needs and built up morale. A substantial number of work opportunities were uncovered in the neighborhood.

"DOES your institution offer to every child understanding and the guarding of his personality as his most sacred right?" queries the New York School of Social Work in announcing its February institute for staff members of children's institutions. The institute, conducted through round table discussions, is limited to twenty. The dates are February 1 to 28. For details address the school, 122 East 22 Street, New York.

Not All for Professionals

FACTS ABOUT JUVENILE DELINQUENCY, ITS PREVENTION AND TREATMENT. *Prepared and published by the U. S. Children's Bureau, Washington, D. C. 45 pages. Ten cents.*

A comprehensive, non-technical outline of what the citizen should and the social worker must know about the newer philosophy in this field.

CHILDREN ON THE STAGE. *By Roy F. Woodbury and Charlotte Isabel Claflin. 30 pages. A Report of the Juvenile Protective Department of the Children's Aid and Society for the Prevention of Cruelty to Children, Erie County, N. Y. Published by that organization, 70 West Chippewa Street, Buffalo.*

A review of a national problem and of efforts at its control under the laws of the state of New York.

FAMILY WELFARE AND RELIEF ACTIVITIES IN PITTSBURGH AND ALLEGHENY COUNTY, 1920–1931. *By Edith Miller Tufts. Published as Research Monograph No. 1 by the Bureau of Social Research, Federation of Social Agencies, 711 Wabash Building, Pittsburgh.*

DISCUSSION and statistics of trends and changes well into the present period of expansion and of the use of large public funds.

WHERE TO TURN. AN OUTLINE OF SOCIAL RESOURCES. *Prepared for the use of the Protestant Episcopal Church in the Province of Washington by the State Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia. 44 pages. Fifteen cents.*

A valuable handbook of the major social resources, national, state and local, of Pennsylvania, Delaware, Maryland, Virginia, West Virginia and the District of Columbia.

A CENSUS OF SOCIAL WORK POSITIONS IN MASSACHUSETTS, 1932. *A study conducted by the Boston Chapter of the American Association of Social Workers under the direction of Maurice Taylor, 25 Blossom Street, Boston. 31 pages. Twenty-five cents.*

GROUND first covered in 1828 is restudied in 1932 yielding much valuable professional data on turnover, trends and comparisons in equipment between workers in public and private agencies.

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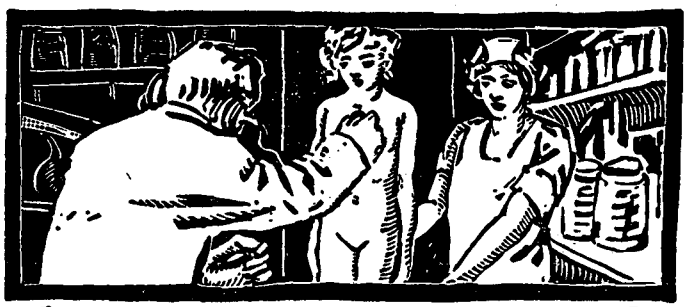

HEALTH

Good News for Nurses

APPROXIMATELY 110 hospital schools of nursing have closed their doors since January 1, 1931, the A. N. A. Bulletin reports, lightening by that much the pressure of newcomers on a profession already overcrowded in the light of people's ability to buy nursing. Many schools have raised entrance requirements: the Grading Committee reports that 90 percent of all students in accredited schools are highschool graduates in contrast to 73 per cent three years ago. Some have cut the size of their classes, intending to rely more on salaried graduates for service, less on student nurses. At St. Luke's Hospital, Chicago, where the number of student nurses has been reduced by more than half, graduates have volunteered a month's service with maintenance only and no salary, to help carry on at need until finances permit the hospital to increase its paid graduate staff. It has been suggested that schools of nursing not only discontinue giving allowances to students but also charge tuition, to ensure getting really interested students and keeping parents from "parking their daughters in nursing schools for maintenance's sake." Dr. May Ayres Burgess, director of the Grading Committee declares "If the money now being spent by 88 percent of the schools on student allowances could be used to increase the number of head nurses and assistant head nurses . . . such expenditure would result in happier patients and a better product from the school of nursing."

Costs of Medical Care

THE much-discussed final report of the Committee on the Costs of Medical Care (See Survey Graphic, Dec. 1, 1932, p. 629) is to be had from the University of Chicago Press, price $1.50. The concrete ways in which various groups and communities are carrying out the principles of one of its major recommendations—group organization of doctors and patients for group purchase of medical care—appear in a series of recently published studies of the Committee: No. 17, Nursing Services and Insurance for Medical Care in Brattleboro, Vermont; No. 18, The Medical Service of the Homestake Mining Company; No. 19, University Student Health Services; No. 20, A Community Medical Service Organized Under Industrial Auspices in Roanoke Rapids, North Carolina; No. 21, Organized Medical Service at Fort Benning, Georgia. A volume by Roger I. Lee and Lewis Webster Jones, The Fundamentals of Good Medical Care, outlines standards and an estimate of service required to meet the medical needs of the United States. The appalling conditions in some areas appear in a study by C. St. C. Cloud, Surveys of the Medical Facilities in Three Representative Southern Counties: per capita spendable incomes in these counties in 1930 averaged from $99 to $189 a year; medical facilities in two of the three counties were sorely inadequate, and physicians' incomes ruinously low. The author concluded: "Without financial subsidy from sources outside the county or state to supplement local resources, it does not seem even probable that all residents of the 'South' can be assured adequate preventive and therapeutic care." A report by Maurice Leven, The Incomes of Physicians, shows that in the boom year 1929 half of the doctors in the United States received a net income of $3800 or less, while 15 percent got less than $1500 and more than 4 percent lost money. In 1930 physicians' incomes declined 17 percent. For prices and publication dates of these and other publications of the Committee, write the University of Chicago Press.

Deaths Among Jews and Non-Jews

A STUDY made recently by Dr. Charles Bolduan and Louis Weiner of the New York City Department of Health analyzes causes of deaths among Jews and white non-Jews in the metropolis in 1931. Deaths due to diabetes, cancer, diseases of the nervous system and suicide were more frequent among Jews than among others: among Jewish women diabetes was almost twice as common as a cause of death as among non-Jewish women. On the other hand the Jewish groups show distinct advantages when it comes to tuberculosis, pneumonia and syphilis. Between the ages of thirty and fifty the proportion of tuberculosis deaths among Jewish males, for example, was approximately one third that among non-Jewish white males. A summary of the study published in the Weekly Bulletin of the New York City Department of Health declares that "available statistical material does not permit any conclusion as to the cause of these differences. It is hoped that the information will lead to detailed studies to determine whether the differences are related to practices in diet and hygiene among the Jews or whether some other adequate explanation can be discovered."

Children in 1932

THE black and white reckoning of general deathrates continues highly favorable, with the Metropolitan Life Insurance Company reporting the best October in its history, and a lower rate for tuberculosis in that month than any ever before recorded for *any* month for its millions of policyholders. There is good prospect that a number of diseases, prominent among them those affecting chiefly children and young people, will have been found to have registered new minimal deathrates in 1932. On the other hand, between the black and white of death and life there are some indications that the grays of sub-standard health are deeper in places. A report to Alice F. Liveright, Secretary of Welfare for Pennsylvania, details the summer's findings of the healthmobile which toured rural districts for the State Department of Health. In 1931 the staff of the car rated 18 percent of the children examined as "not in good condition" and referred 37 percent to their family physicians. In 1932 30 percent of those examined were not in good condition and 49 percent were referred to their family doctors. Though the car did not tour the same counties in the two years, the chief of the Preschool Division, Dr. Mary Riggs Noble, believes that the county populations were sufficiently similar so that comparisons may justly be made. The last compilations of the New York City Department of Health, covering the first three quarters of 1932, find the percentage of schoolchildren classed as malnourished one third greater than that in 1927–29. The rate increased continuously in 1930, 1931 and 1932. More than a quarter of the children examined in Manhattan in 1932 were found malnourished. The Department believes, "There is no doubt that the increase in the prevalence of malnutrition in school children is the result of the severe economic depression."

Policies in Birth Control

ACTION urging abolition of legal restrictions on the giving of contraceptive information "by physicians and other qualified persons" was deferred by the Federal Council of Churches of Christ at its recent meeting, with instructions to the executive committee to report on this topic at the next meeting in 1934. In Honolulu the Twelfth Territorial Conference of Social Work set as one of its objectives for 1932–33 "Endorsement of the movement to increase individual health, marital happiness, family

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stability, economic security, and for the Territory, greater economies and eugenic betterment, by giving information through the private physician or the medical clinic as to the means of controlling conception." A preliminary report of a study by Raymond Pearl from the School of Hygiene and Public Health of Johns Hopkins University and the Division of Research of the Milbank Memorial Fund reports conclusions drawn from the cases of two thousand patients in maternity wards of hospitals in five cities. (Human Biology, Vol. 4, No. 3, p. 363.) About 35 per cent of the white and 15 percent of the Negro women reported use of methods to prevent conception. Among the white women who used such methods the pregnancy rate per unit of time was 14.5 points lower than among those who did not use them; among the Negro women, the pregnancy rate was higher for those who used them than for those who had not. The report comments: "There is some reason to think, though it is not yet demonstrated, that women who practise contraception are innately more fertile than women who do not, or than a random sample of women in general."

New Haven X-rays 6000 Children

USING the new paper films, the New Haven (Conn.) Departments of Health and Education are carrying through a special piece of work in tuberculosis prevention by X-raying 6000 children in the upper grades and highschools. The whole job is expected to take not more than fourteen school days, since the paper films come in rolls and the X-ray apparatus is so regulated that pictures can be taken at the rate of three to four a minute. The films are developed in rolls of 100 or more exposures, and interpreted by reflected light by merely unwinding the long sheets on an appropriate apparatus. In addition to the "almost remarkable speed and smoothness" of this method, it is far more economical than the use of celluloid films. The company which has devised the film and apparatus has undertaken to X-ray the 6000 children and develop the films at a cost of 60 cents per child, which is paid by the parents. In addition to the older children in the New Haven public schools pupils in a number of private schools and in highschools of adjoining towns were invited to take advantage of the opportunity and many have availed themselves of it. The physical director of the Board of Education took charge of signing up the pupils and collecting the money, while the director of the bureau of tuberculosis in the Department of Health has taken the responsibility of carrying the program through and will interpret the films. Information of value will be turned over to the family physician and the film then becomes the property of the family. The Department believes that "this work will make it possible to pick out the children who have had enough infection to have produced a variable amount of disease which can be seen in the picture and it will also make it possible to follow back into homes and perhaps discover unrecognized sources of infection."

Pertinent Publications

STRETCHING THE DOLLAR: SAFE FOOD ECONOMY. *Household Finance Corporation, Palmolive Building, Chicago, Ill. On request.*

Second in a series of practical, illustrated pamphlets on wise use of the family's money. The first was Money Management for Households.

GOOD FOOD FOR LITTLE MONEY, *by Lucy H. Gillett. American Child Health Association, 450 Seventh Ave., New York City. Price 3 cents for one to three copies, with lower rates on various quantities, up to $3.50 per 1000 f.o.b. New York.*

A simple, authoritative 2-page leaflet, giving general principles and a week's food order for families of various sizes.

PNEUMOCONIOSIS, *A List of References. International Labor Office, Series N, No. 15. Price 50 cents of the World Peace Foundation, 40 Mount Vernon St., Boston, Mass.*

Bibliography of works published up to December 1931 in various languages on the harmful effects of silica and dusts in general.

A STUDY OF SICKNESS COST AND PRIVATE MEDICAL PRACTICE, *by Donald B. Armstrong, M.D. Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

Study of a year's experiences of 8677 families, who averaged $125 a year for care of sickness for a family of five.

A SURVEY OF THE COMMUNICABLE DISEASE HOSPITAL NEEDS OF THE BOROUGH OF THE BRONX, CITY OF NEW YORK, *by Anna C. Phillips.*

Needs and recommendations brought out by a study for the Visiting Committee of the State Charities Aid Association in cooperation with the New York City Departments of Health and Hospitals.

UNDER the title Man Controls Germs, Runs Amuck Himself, the Illinois Health Messenger (Illinois State Department of Public Health) offers a caustic comment: "Very striking evidence of man's ability to control the invisible forms of life which cause disease and his shortcoming in self-control is found in the contrast between mortality from epidemic diseases and automobile accidents. During the first eight months of 1932 automobile accidents were charged with nearly one third more deaths in Illinois than were all epidemic diseases combined, influenza and pneumonia alone excepted."

WITHIN the field of germs, however, there still its plenty to be done. The Detroit Department of Health recently analyzed five years records which showed that 15 percent of all deaths of children under fifteen years of age were due to the communicable diseases of childhood or tuberculosis. Among children under four tuberculosis in all its forms caused more deaths than measles, scarlet fever, whooping cough and diphtheria combined.

THE December issue of the Journal of Social Hygiene is a special issue on Syphilis as an Industrial Problem, with articles and abstracts on incidence, prevention and control, losses and risks due to syphilis, treatment of syphilis under medical benefits systems, and the like by authorities in the respective fields.

FIFTH Avenue Hospital, New York City, has opened what is believed to be the first clinic of its kind in this country—a "cross-eyes" clinic for treatment without surgery, equipped to handle children of all ages, including six-months-old infants.

"NOT every child who is a problem, nor every girl who is a sex delinquent, is a mental defective," declares Florentine Hackbush in the Monthly Bulletin of the Pennsylvania Department of Welfare. Many children "examined when emotionally upset or in poor physical condition make a low intelligence quotient and are then considered feeble-minded," though after a period of adjustment they may present a very different picture. During the past year 28 percent of the applications for admission to Laurelton State Village for Mental Defectives were found to be unnecessary.

THE board of directors of the American Society for the Control of Cancer have embarked on a new service as a consulting board on problems in the cancer field. The board includes physicians, biologists, statisticians, financiers and others, who would be qualified to pass on such problems as, for example, whether a proposed form of cancer research would be likely to yield results. The board has agreed to serve in this capacity for the National Institute of Health. The Society has also announced its decision to conduct an "ambitious" exhibit at the Chicago World's Fair this summer.

A sorry reflection of depression appears in a report by Dr. Huntington Williams, Director of Public Health in Baltimore, Md., of an unusual group of cases of lead poisoning, chiefly among children in whose homes discarded storage battery casings had been used as fuel. After the lead plates had been removed for salvage, junk dealers had been giving the casings to poor people to burn in their stoves. Enough lead deposit remained in the casings to cause lead poisoning from the smoke and fumes. The junk-dealers have agreed to stop giving the casings away.

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INDUSTRY

California for Insurance

COMPULSORY unemployment insurance, administered by the state, with contributions from employers and employes is one of the major recommendations to the California legislature in the final report of the State Unemployment Commission. The report which is now in the hands of the state printer, will be an 800-page volume. The legislative program it offers is summarized in the last report of the State Department of Industrial Relations, of which Will J. French, a member of the commission, is director. As emergency measures, the commission recommends a fund of $20,000,000, to be loaned to counties and municipalities for relief purposes; a five-day week with a six-hour day on all public works and a five-day week "in the conduct of all state business." The commission urges an amendment to an existing statute which would provide for advance planning and long-range budgeting of public works "as a means of furnishing employment during periods of business depression." It would set up a state economic council, taking the place of the unemployment commission "and thus provide for the continuous study and interpretation of all problems relating to unemployment, production and consumption."

An Oasis

WORKERS' education classes from which next year's students for the Southern Summer School for Women Workers in Industry will be chosen, are being started in their home communities by members of the 1932 session. Local teachers and members of Workers' Education Committees are cooperating in forming the classes, and by correspondence and some field work the summer school committee and staff help in this effort "to create a workers' education movement." Twenty students attended last summer's session at Fruitland Institute, near Hendersonville, North Carolina. The girls came from eight states and fourteen cities and represented the cigar, garment, electrical, cigarette and textile industries, domestic service and the ten-cent stores. The five teachers gave classes in economics (the worker and the depression), spoken and written English, dramatics and current events and health education. Four periods each morning were given to classes, the afternoons to recreation, reading and the special projects that developed as the work went forward. Louise Leonard McLaren, director of the school, reports that

> practically all of the girls gained in weight and went back home in much better health than they had been for a long time. . . . The school seemed like an oasis in the desert to most of the students this summer after the trying privations and problems of depression years.

To make possible a summer session in 1933, the committee is raising the necessary $9000 which they believe "will come in small amounts." A second important need is for books for an adequate library, which can be used as a traveling library during the winter. Up-to-date economic and sociological books and good fiction are particularly needed. Mrs. McLaren writes:

> For some years patrons of our circulating library have been students who live in mill villages where there are no libraries or in small towns where library facilities are limited. Now even a good Carnegie Library like the one at Atlanta is practically closed to workers by fees.

A full report of last summer's school and outlines of the courses offered may be secured from the winter office of The Southern Summer School, Arnold, Maryland.

Women at Work

HOW heavily the depression bears on women workers is shown in the annual report of Mary Anderson, chief of the Women's Bureau of the U. S. Department of Labor. According to this important summary of current trends, unemployment among women workers is more widespread than among men, and in many industries is increasing at a more rapid rate. A breakdown of standards of hours and wages goes with this lack of work. Long hours figure conspicuously in the report's summary of a survey of women and girls working in one hundred needle trades establishments in Connecticut, recently made by the Women's Bureau. The investigators found shops where the work week ran to 60 or 65 hours, and a few where the workers were kept on the job seven days a week.

Charlotte E. Carr, director of the Inspection Bureau of the Pennsylvania State Labor Department, commenting on the effects of the depression on women workers in her state, calls attention to the fact that the hours' law is being repeatedly violated. Of the last one hundred prosecutions made by her division, covering 231 violations, 96 percent were infringements of the laws safeguarding women and children. Miss Carr comments:

> It is tragically humorous at this time when the efforts of the nation . . . are bent toward securing shorter hours and sharing of work among the unemployed that fifty-eight out of a hundred violations in Pennsylvania are offenses against the hours' law for women and children. Many of these offenses took place in factories where the work on hand could have been done by a larger staff without resorting to these violations. The efforts of the federal and state governments to supply work relief on public projects can easily be outweighed in effectiveness by employers who are unwilling to recognize that the social need at present is for a reasonable amount of work spread among as great a number of unemployed as possible.

They Can Work

THAT boys and girls of subnormal intelligence may become self-supporting, even though they cannot "do" regular school subjects and that in ordinary times many of them hold factory jobs is shown by a report published by the U. S. Children's Bureau, summarizing a study made in seven cities. Employment records of 949 boys and girls who had been members of special public-school classes for the subnormal formed the basis of the study. The cities were Newark, New Jersey, Rochester, New York, Detroit, Cincinnati, Los Angeles, San Francisco and Oakland, California. At the time of the inquiry, prior to the depression, the children had been out of school from three to seven years, 71 percent of the boys, and 43 percent of the girls were gainfully employed. Only 3 percent were in institutions for delinquents or defectives. Most of the boys and girls covered by the study were steady in their jobs, 74 percent of the boys and 69 percent of the unmarried girls having worked for one employer for from one to three years. The occupations in which these young people found work were mostly unskilled or semi-skilled, requiring little industrial training. About three fifths of the group were in manufacturing and mechanical industries, most of the girls being factory operatives, most of the boys operatives and laborers. Only a few boys had succeeded in learning a skilled trade. Most of the girls who were not in factories were in personal or domestic service.

The study did not show any relation between intelligence ratings of the individuals and the steadiness with which they worked or the number of times they had been discharged. It did show, however, that those who had done well and been in the upper grades in manual training and handwork in the special classes

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were more likely to be successful in their jobs. Both boys and girls who had done good work in industrial subjects had had less unemployment on the whole, had held their jobs longer and were earning better wages than those who had done poor work in school. The two chief needs revealed by the study, the report indicates, are "the need of further development of special training for mentally deficient children" and "the need for the development of a system of placement and supervision for pupils from special classes."

The Six-Hour Day

WITH the American Federation of Labor demanding a six-hour day as the only effective means at hand to cut down unemployment, special interest attaches to the actual experience with this plan of the Goodyear Tire and Rubber Company. Writing in a recent issue of Industrial Relations, Paul Weeks Litchfield, president of the company, reports on a two-year experience with the six-hour day in the plant, a five-day week in the offices. On the shorter work-day, Mr. Litchfield states, efficiency has increased about 8 percent, without any increase in the overhead costs of supervision and inspection. As Goodyear has put the scheme into effect, it has meant wage reductions from 1930 levels for the entire force. At the same time, "in our Akron factories alone, we have been able to give employment to three thousand workers who otherwise would have been entirely without incomes." The five-day week has made it possible, so far, "to avoid layoffs which otherwise would have been inevitable, and in our accounting department we added a considerable number of men and women." Mr. Litchfield holds that both workers and employers in this country must face the probability of a permanently shortened work-week, since technical improvements and scientific management now mean that "the normal needs of our present population can be taken care of as well in 36-hours work a week . . . as was possible in the 45-hour week of the recent past."

Buffalo's Fourth Count

FOR the fourth consecutive year, Buffalo, New York, has made a sample study of conditions of employment and unemployment in the local industrial area. The Buffalo Foundation cooperated with the State Department of Labor in sponsoring the investigation, which was directed by Professor Fred E. Croxton of Columbia University. Data were obtained from 14,909 normally employed men and women, of whom 31 percent were jobless and unable to find work, 22 percent more were on part time. Since 1929, the percentage of local unemployment in Buffalo has climbed annually from 6.2 percent to 17.2 in 1930, 24.3 in 1931 and 32.6 today. In the same period, the proportion on part-time has increased from 7.1 percent to 23.4. The report of the survey states that unemployment has been of longer duration this year than last. Of the jobless, four fifths had been out of work ten weeks or more in 1931, nine tenths in 1932. A little over one third of the men unemployed in 1932 had been out of work two years or more.

A report giving the detailed findings of the four Buffalo studies will shortly be published by the Department of Labor. Employment facts will be given both for individuals and by households, with statements of the duration of unemployment and the reasons for unemployment. The data will be classified by age, sex, nativity and industry. The plan is to repeat the survey in succeeding years, giving a continuing picture of the ups and downs of employment in this typical industrial community.

Protecting Children Who Work

LITTLE progress was made in legislative control of child labor in 1932, according to the annual report of the National Child Labor Committee (331 Fourth Avenue, New York). No significant measures were passed in the nine legislatures which met in regular session. In several states in which special sessions were called, there were attempts to break down child-labor and school-attendance standards.

The only constructive legislation reported was in Louisiana and in New Jersey. In the former state, cities were empowered to establish compulsory continuation schools for working children, a sixth-grade requirement was set up in New Orleans for children between 14 and 16 years of age, leaving school for work, and a vocational guidance counsellor and a safety engineer for children going to work were provided. New Jersey tightened its statutes regulating the employment of minors between 16 and 18 years of age in dangerous occupations.

The committee lists many important child-labor bills which were defeated, including ratification of the federal child labor amendment in New Jersey, New York and Rhode Island.

Among other activities of the committee for the year, the report covers: a follow-up study of children under eighteen years of age who were victims of serious industrial accidents three or four years ago in Tennessee, Illinois and Wisconsin, to determine whether they had received adequate compensation, how the compensation funds had been used, how the injury affected the later working experience of the child; the continuance of a survey of the exposure of minors to poisonous and dusty occupations; a cooperative campaign carried on with the Macfadden Publishing Company through which hundreds of community groups are watching magazine salesboy conditions and reporting abuses directly to national distribution headquarters through the offices of the Child Labor Committee.

THE whole question of a shorter work week and a reduced working day is canvassed in Shorter Work Periods in Industry, just published by the National Industrial Conference Board (247 Park Avenue, New York. Price, $1). The plan is considered from the emergency point of view and also in long-range terms.

THE American Federation of Full Fashioned Hosiery Workers comes forward with a new "white list" of silk stockings made under conditions of wages, hours and working standards accepted as "fair" by the union. The leaflet includes a brief statement of the breakdown in standards in the industry that must make the conscientious consumer eager not to patronize the employer who stoops to such exploitation as is described. For copies of the list, write the headquarters of the union, 2530 North Fourth Street, Philadelphia.

How the Y.M.C.A. in various communities has helped unemployed men and boys find a constructive use for their involuntary leisure is told in Free-Time Activities for Unemployed Young Men (Occasional Studies No. 12. The Association Press, 347 Madison Ave., New York). The booklet should be of wide use to groups and communities faced with the need for similar programs.

Two proposals were adopted recently by the board of the Industrial Relations Institute for its program of work. The first is for a study conference of I.R.I. members on "the world's natural resources and their use." The conference will be held in August 1933 in or near Vienna. The second is to collect from all countries written documents centering about works' councils and containing agreements between management and labor.

STATE labor laws affecting women in industry have been summarized by the U. S. Women's Bureau in a new bulletin which contains a number of useful charts. The material here brought together emphasizes the lack of uniformity between the states in this form of legislation.

THE Juvenile Protective Department of the Children's Aid in Buffalo issues Children on the Stage, surveying the national situation in regard to children in the theater and summarizing the New York legislation on the subject.

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EDUCATION

Pre-Social Work

WHAT amounts to a pre-professional course for social workers is being developed at D'Youville College, Buffalo, New York, designed to prepare the student directly for post-graduate professional training. This year the sociology faculty has introduced a semester's work in medical-social problems as an experimental feature of this course. The plan is adaptable to study along other borderlines of the social-work field, and is particularly interesting for the way in which it brings practical viewpoints and experience to the classroom. A group of Buffalo's leading physicians is collaborating in a series of lectures on such subjects as public-health problems, nutrition standards, tubercular and cardiac problems, preventive medicine, infant mortality, social hygiene and problems of psychiatry in social work. A trained and experienced social worker will attend each lecture and take part in an hour's discussion, following the lecture, on community facilities for carrying out the physician's recommendations, a survey of what other communities are doing along the same line, and so on. A committee of five social agency executives and the judge of the children's court served with the physicians and the sociology faculty in planning the lecture-discussion course.

Grown-up Study

ORIGINALLY drawn up for the use of the world citizenship classes of the General Federation of Women's Clubs, The Conflict Around Manchuria, a study outline prepared by the American Council of the Institute of Pacific Relations, is being revised for the general use of adult study groups (Institute of Pacific Relations, 129 E. 52 Street, New York). The outline has two unique distinctions: it demonstrates how a difficult problem in American foreign relations may be brought before typical adult groups in such a way as to make the subject appear as a natural extension of the members' previous daily interests rather than something entirely new and remote, and it is based, not on textbook and periodical literature, but on an outstanding public document. Its source book is the report of the official international inquiry into the Manchurian situation—commonly known as the Lytton Report—reprinted verbatim by the State Department in a low-cost volume. The report, the council points out in an introduction to the outline,

> is a document of the greatest importance for the development of international relations. It so happens that this report is so clearly and interestingly written as to form an ideal source of information for lay people, who are not versed in the intricacies of diplomacy.

Indians at School

CHANGE from boarding-school attendance to local day or public schools for Indian children was the significant feature of the year in Indian education, according to the annual report of the commissioner of Indian affairs. This policy was announced three years ago. Since that time, with the improvement in food, clothing, equipment and personnel in Indian boarding schools the situation of former years has changed, and

> instead of forcing Indian children into government boarding schools, we are now engaged in a serious effort to prevent these schools from being badly overcrowded, and to see to it that . . . places in the boarding schools are reserved for those for whom adequate facilities are not otherwise available.

Two boarding schools were closed last year and four more changed to community day schools. One old boarding school plant is now used as a central high and vocational school, to which pupils of the seventh grade and above are transported by bus. The total reduction in pupils in the boarding schools last year was over two thousand. The increase in Indian children in public schools, for which the Indian Service pays a tuition fee to the local school, made necessary a deficiency appropriation in 1932. A number of applications for the current school year had to be rejected because of lack of funds. The report points out:

> The economy in the shift from boarding schools to day and public schools is shown by the fact that more children can be educated for the same sum formerly spent on boarding schools with equally good results.

Guidance in City Schools

HOW the Bureau of Child Guidance, set up within the New York City public-school system, has functioned in its first year of work was summarized by Dr. Leon W. Goldrich, its director, in an address at the annual luncheon of the United Parents' Association. Dr. Goldrich reported that the organization of the bureau has stimulated interest in mental hygiene throughout the school system. Local colleges and teachers' associations are giving a variety of courses in this field, attended by thousands of the public-school teachers. About fifteen hundred more teachers are attending courses given directly by the bureau. Child-guidance committees have been organized in many schools. The clinic, which began its work in May on an experimental basis, is now caring for 182 children referred to it by schools in one Manhattan district, and giving consultation service on difficult cases referred by district superintendents and principals in other boroughs. Through its social division the bureau has secured the "active cooperation of many leading social agencies . . . and has established definite cooperative relationship with the Crime Prevention Bureau of the Police Department." Dr. Goldrich added that the magistrates' courts and the Court of General Sessions "have sought the cooperation of the bureau . . . in their program of dealing in a more scientific way with juvenile offenders."

Children Who Are Different

PARENT-TEACHER groups, as well as social workers and others who have to "deal constructively" with unusual children—the gifted and the handicapped—will be interested in Parents' Problems with Exceptional Children by Elise H. Martens, just put out by the Office of Education (Superintendent of Documents, Washington. Price, ten cents). The 72-page bulletin defines and deals simply with three main groups of "children who are different," giving questions for discussion and reading lists for each topic treated. Recognizing that "no two children are alike," Miss Martens classifies three types who must be dealt with on the basis of their differences: the physically handicapped child, suffering from a sensory defect, a crippled body or an organic weakness; the mentally different child, advanced or retarded beyond the general level of his group; the socially different, "who present serious behavior problems which seem to set them apart from the rest of childhood for peculiar consideration." The bulletin deals with the special needs of each of these children in his home, his school and his community, stressing the importance of understanding the child's own problem, for maintaining a wholesome attitude toward his "differences," and for knowing and using the agencies that will help him make the most of his assets and learn to handle his disabil-

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ities. The bulletin is interestingly written, illustrated with many stories of real situations and how they were met by the cooperation of parents, teachers, neighbors, community resources and the children themselves.

New Teachers for New Schools

OFFERING specialized training for "new" school teachers, the Cooperative School for Student Teachers (69 Bank Street, New York) began its second year with a program broadened by the successful first year's experience (see The Survey, May 15, 1931, page 230). Last year the school had forty-five students, of whom twenty-two were full-time "regular" students, placed for the apprentice part of their course in the eight cooperating progressive schools. All who wanted positions at the end of the year were placed, and the school, though not a placement agency, had applications for three times as many teachers as it could supply. The chief demand was for nursery-school directors.

This year there are not quite so many "regular" students as last and many more part-time students. A special course has been arranged for teachers on the job, who want to acquaint themselves with progressive school attitudes and techniques. Members of the school staff are working part time in the cooperating schools in which students practice, thus allowing the teaching staff to know its students on a professional as well as a teacher-student basis. "One of the results is that the seminar discussions are never so divorced from the students' experience as to seem theoretical." Four week-end conferences with directors of these schools and of three related schools will be held during the year.

Traveling Apprentices

THE third group of vocational-guidance apprentices in the three-year experiment financed by the Rockefeller Foundation and directed by Mary H. S. Hayes of the Vocational Service for Juniors, has started on its peripatetic course. During the winter the five students will do intensive work in the personnel department of the University of Minnesota, Wisconsin's Factory Inspection Department, the Butler Hospital at Providence, Rhode Island, the vocation bureaus of the Chicago and Cincinnati public schools, and other centers selected by Dr. Hayes for their training in various phases of a vocational counselor's work. The trip was preceded by a two-weeks' institute in New York City and will wind up with a similar series of group meetings, led by authorities on education and welfare work. The five 1932–3 apprentices, selected from a large number of applicants for their special fitness for this new profession, represent Minnesota University, Columbia College, Yale, Chicago University and Adelphi. The traveling apprenticeship was the idea of Dr. Hayes, who felt that college courses in vocational guidance are too theoretical and that training on the job, in the places best equipped to give it, was what was needed.

Prison Lessons

FINDING that limited education figures in the history of the inmates of most of its penal institutions, Wisconsin's state board of control is enlarging the opportunities for schooling in the prisons. Resident directors of education have been appointed for the state prison at Waupun and for the Green Bay reformatory. The first duty of the director is to interview each man in the institution to ascertain his education, ability and ambitions. Based on this information, an individual program is laid out. This program is entirely voluntary with the prisoner, but once accepted it must be carried through. Both vocational and non-vocational work is offered, including classes in reading, writing, spelling and arithmetic, university correspondence-study courses, library reading courses, with books supplied by the Free Library Commission, and vocational training in connection with shops in the institutions, and in forest, farm or quarry camps outside. In some subjects the work of both class and shop can be coordinated to provide a very practical training. Class work in music, for example, may be supplemented by trade training in the repair of musical instruments in the shop.

Most of the prisoners have had a public elementary school education or less. The new program is intended chiefly for men of this limited amount of schooling. For the more advanced, correspondence-study courses of the University Extension division provide individual help and stimulus.

Gains Out of Losses

HOW one progressive school is meeting the hard times by reorganizing on a unit basis is reported from the Francis W. Parker School of San Diego, California. Owing to the depression the committee of guarantors which had made possible the development of such a school without endowment, found itself unable to function longer. The executive committee overhauled the school's budget and financial records and concluded that any group which could enroll twenty pupils could count on opening this fall, provided five such groups could be filled, to bring the plant overhead for each grade down to manageable proportions. This meant a reduction in teachers' salaries and the use of the school as a community center for dancing and music classes, but it did not mean any loss to the school's rich experimental program. This unit plan gave each parent a definite but not overwhelming responsibility for helping maintain the school. With the parents for each school unit working to bring that grade up to the required minimum enrollment the necessary total enrollment was secured. The school is operating with the promise of completing 1932–3 without a deficit for the year and without another salary cut. Further, and perhaps more important,

> For the first time in twenty years of striving there seems to be a real possibility that Francis Parker School can actually become a self-sustaining community school without sacrificing the principles upon which it was founded.

MOTION Pictures on Foreign Countries and on International Relations, a pamphlet useful to teachers and forum leaders, is available free of charge from the Carnegie Endowment for International Peace, Division of Intercourse and Education, 405 West 117 Street, New York. Films listed are those that may be secured at small cost.

How even little children may be helped to think of themselves as members of the community with social benefits and responsibilities is shown by the first-grade curriculum outlined in the last issue of Teaching, the quarterly publication of the State Teachers College of Emporia, Kansas (free on request).

MEMBERS of the 1932 class of Simmons College who have not found employment are being permitted to enroll in any non-technical classes offered by the college without paying tuition. The usual charge will be made for laboratory materials. If residence in the dormitories is desired, half the regular rates are charged.

ENGINEERING: A Career—A Culture is the title of a pamphlet offered by the Engineering Foundation for the information of young men trying to choose a vocation, and of their parents and teachers (29 West 34 Street, New York. Price, 15 cents). Both the technical and the cultural aspects of the five major divisions of the profession are discussed.

Two "hard-times houses" have been organized at Antioch College, Yellow Springs, Ohio, one housing seventeen girls, the other twenty-seven men. The personnel of the two houses is drawn from students who have high scholarship records, and who can attend college only by cutting the usual costs. In these cooperative dormitories, room rent is cut to one fifth the usual rate. The college supplies furniture, light and fuel for the two large dwellings near the campus being put to this new use. Maid and janitor jobs are divided each week among the residents.

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Unemployment and

Edited by
JOANNA C. COLCORD
and RUSSELL H. KURTZ

"We Have Assured the R. F. C.—"

"THE Industrial Commission has assured the Reconstruction Finance Corporation that all funds loaned to *Wisconsin* shall be used in the most careful and efficient manner," the Commission states in its bulletin to the local communities. "This is impossible if funds are distributed and administered by 1204 different county, city, village and town officials throughout the state. Since it will be necessary to centralize unemployment relief administration into as few local agencies as is practicable, communities of less than approximately ten thousand population will be asked to combine efforts. Federal funds will not be distributed to smaller units than county governments, or cities of approximately ten thousand population or more, or combinations of neighboring cities, towns and villages whose total population is approximately ten thousand or more, unless special showing is made that such centralization is impracticable."

And from *Minnesota:* "In order to secure any grants from the Reconstruction Finance Corporation for immediate relief it will be necessary to assure the Corporation that certain acceptable standards and procedures in administering the funds locally will be followed. For this reason it is to be understood that any funds distributed to local subdivisions on grants from the Reconstruction Finance Corporation must be administered in accordance with such standards and procedures as may be prescribed from time to time by the State Board of Control, which Board has been designated by the governor for this purpose. . . . Before funds are released, it is required that the Board of County Commissioners shall establish a County Emergency Relief Committee, whose membership shall be subject to the approval of the State Board of Control."

The above paragraphs are illustrative of the type of instructions that state relief administrations are issuing to the counties which are scheduled to share in Reconstruction Finance Corporation funds. The Wisconsin plan of grouping small communities into population units of ten thousand or more is unique and particularly well adapted to the northern counties where villages are small and scattered.

In *Florida*, sixty-seven county relief boards have been set up to function under the general supervision of the State Advisory Council on Unemployment Relief. Here the county chairmen are appointed by the governor on recommendation of the State Board of Public Welfare. Trained field workers represent the Advisory Council in the setting up of standards for relief administration in the various local units.

Kansas has a state-wide Federal Relief Committee of twelve, with county committees in every county of the state. This state has learned the value of organization from its two-year experience with drought relief. All county committees have been instructed to proceed with a coordination of local-relief effort, and have had state guidance in the matter of forms and procedure.

In *Louisiana*, a state-relief administration has been established, headed by veteran lay and professional people and extending its channels into every parish in that commonwealth. The central group has gone far in setting the policies for the local subdivisions, extending the work-relief principle favored in that section into the rural sections for the relief of agricultural distress.

Mississippi, which received its first federal aid late in October, has set up a state and county administrative program which was devised with the aid of the American Public Welfare Association and which is temporarily being directed by Aubrey Williams, secretary of the Wisconsin State Welfare Conference.

The governor of *Nevada* has named a State Emergency Relief and Construction Committee of seven which is coordinating the various local groups.

In *Virginia* the State Emergency Relief Committee consists of the highway commissioner, the comptroller and the commissioner of public welfare with the last named as chairman. "Large numbers of the unemployed have been put to work—all investigated, given physical examinations and certified by the county and city relief committees to be in need," according to the bulletin of the State Department of Public Welfare. "Work-relief road projects are being developed by the Highway Department to meet the numbers and location of the unemployed." Assignments are being limited to those certified by the local committees and to the number of days and rate per hour indicated by the committees. "The same principles are being observed, therefore, as if direct cash relief were being given; relief is the primary consideration although in the form of work." Direct relief will be a secondary procedure under this program.

North Carolina has a newly-created state relief department with a director in charge and a field staff of twelve engaged in county organization and supervision. The State Welfare Department and the university work in close cooperation.

In *New Mexico*, the State Bureau of Child Welfare has taken on the relief supervision task, enlarging its force by the addition of several field workers.

In *West Virginia*, the Unemployment Relief Administration, working in close harmony with the State Department of Public Welfare, is giving careful supervision to the relief work of the state and is helping the various counties in the administration of funds.

The list is in no sense complete. But it illustrates the fact that Reconstruction Finance Corporation funds have peculiar effectiveness in getting things done in the organization field.

Recent State Relief Legislation

LAST winter some seven states made legislative provision to enable them to share with their cities and counties the ever-increasing burden of unemployment relief. This winter, as they face an even more critical situation, both states and local communities are turning to the federal government for aid. Up to December 1, thirty-five states have secured relief loans from the R. F. C., amounting to about $76 millions. Although in the majority of these states, legislative action along relief lines will not be taken until the regular January sessions, in other states earlier action has been necessary and special sessions of the state legislatures have been held.

On December 1, the *Delaware* legislature appropriated two million dollars for emergency relief, one million dollars to be available immediately and the remainder on April 1, 1933. Funds are to be provided by an appropriation from the general fund and by diversion of franchise taxes. The act also created a temporary Emergency Relief Committee of eight members to administer the funds.

At its fourth special session, the *Illinois* General Assembly enacted the following relief legislation:

(a) Effective October 17, 1932 legislation empowering county boards to divert their share of unencumbered motor fuel tax for relief purposes. This includes not only future monthly county allotments up to July 1, 1933 but also their share of these taxes accumulated since July 1, 1932. The law also calls for a monthly distribution of funds instead of semi-annual.

(b) Since November 21, 1932 legislation has been enacted authorizing county boards by two-thirds vote to issue bonds without referendum in amounts not to exceed six times the motor fuel tax allotted to these counties during the preceding year; authorizing county boards at any time prior to July 1, 1933 by two-thirds vote to levy a sales tax of not to exceed one percent of the retail selling price of tangible personal property sold at retail—sales of motor fuel and farm products sold by the producer are exempt from this taxation—and authorizing the County

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Community Action

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

Board of Cook County by resolution to issue and sell bonds not in excess of seventeen million dollars, and to levy property taxes for the purpose of retiring these bonds in not to exceed seventeen equal payments.

The *Pennsylvania* General Assembly at its special session held during the summer of 1932 enacted legislation creating the State Emergency Relief Board—five members—to be responsible for the administration of both federal and state relief funds. The sum of twelve million dollars, to be raised by imposing a one percent tax upon sales of tangible personal property during the six months beginning September 1, 1932, was appropriated to the State Relief Board. Other legislation passed at the same session authorized local subdivisions with the approval of the Court of Common Pleas to negotiate during 1932 temporary emergency loans for unemployment relief not to exceed in the aggregate the total amount of taxes for 1931 and prior years delinquent at the time of the loan.

The *West Virginia* legislature at its special session in August 1932 passed bills authorizing municipalities and county courts to transfer money to the general fund for unemployment relief.

When the Rent Comes Round

MOST cities frankly admit a policy in regard to payment of rents that might be characterized as an "evasion-eviction" policy. But there are some exceptions.

Milwaukee County, through its Department of Outdoor Relief, spent $220,231 for rents in October, this being approximately 40 percent of its total relief expenditure for the month. About half of its thirty thousand relief cases were included in the approved list. The average rental payment for this month was fourteen dollars.

The prospects of a three-million-dollar rent bill in 1933 has given relief officials some concern, but the Socialist-controlled Board of County Commissioners has ruled that there must be no cuts at the present time.

Cleveland's Associated Charities clarified its rent policy somewhat in October by deciding upon an offer of 25 percent of the current month's rent when the family has exhausted credit for rent and they and the visitor feel that they cannot remain on the premises unless some payment is made. In more acute situations, if necessary to avoid eviction, a higher amount up to 60 percent may be paid for one month only. After this 25 percent may be paid with definite regularity. Fifteen dollars is the maximum rental payment that may be made.

Unemployment Relief Abroad

SWEDEN, with an otherwise well-developed system of social insurance, has no compulsory unemployment insurance, and relief to the unemployed preferably takes the form of work relief, which is highly developed, either by the state, by the local communes, or by both acting in cooperation. People who need relief but cannot be given this form of employment, receive public assistance in the form of home relief.

A report by the president of the National Unemployment Commission appearing in The International Labour Review for July 1932 states that in March 1932 one hundred and ten thousand persons in Sweden applied for relief and sixty-two thousand received it. Of these, thirty thousand were placed on work relief and thirty-two thousand received home relief, including five thousand young persons who were being given vocational training in lieu of the work required of adult workers.

About 70 percent receiving both types of relief were aided from combined local and state funds. During the previous year it had been necessary for the local communities to ask state assistance in caring for only 50 percent of the cases.

Those placed on relief works are chosen by local officials according to the urgency of their need. The same provisions prevail in Sweden as in this country that the work must be of public value, but not such as would be carried out normally in the near future through the ordinary labor market. The construction of roads, government railways, harbors and power stations, and the regulation of watercourses for timber floating, land drainage and forestry, are those usually selected for proposal to the National Unemployment Commission, which must approve all projects requiring national subsidy. A contract is then executed which binds the Commission to the completion of the project only so far as may be necessary for unemployment relief. If the Commission withdraws its subsidy because relief becomes no longer necessary in the region, then the governmental unit initiating the project becomes responsible for completing it on a public-works basis. This provision is held to be very important as a check on nonvalid schemes. A high degree of technical supervision must be assured if the state accepts the project.

The wage-rate is always lower than current laborers' wages in the locality but higher than home relief. It represents minimum earnings, a piece-work system being in effect by which the more efficient workmen can earn higher wages. Men employed at their own skilled trades in connection with the projects are paid the prevailing rate for this work. All workers are protected by sickness and accident insurance while on relief work. Transportation and in some instances the cost of providing shelter is met from relief funds, but the workers supply their own food in cooperative groups. The total cost per man per day is estimated to be about $1.40, of which 75 percent goes in direct wages, special family allowances, and social benefits such as insurance and sanitation. In February–March 1931, projects wholly supported by the state had cost $8,300,000 while those shared jointly by the state and the individual communes had cost $1,300,000.

In the spring months of 1932 an extension of the reserve works was planned, so as to facilitate a substantial reduction of direct relief.

In *Germany*, in addition to an extensive program of unemployment insurance, "crisis relief" and municipal relief-and-work programs, there has been a special development during the past for the benefit of young people who after leaving school can find no employment. The federal government has appropriated about twelve million dollars to assist municipalities in developing voluntary work corps of these young unemployed men and women. Camps are established for the boys, who work on the roads or in making agricultural improvements, while the girls, fewer in number, are housed in nearby villages and prepare the food for the groups. No wages are paid, but a little pocket-money is given in addition to food, shelter and clothing. Two hundred thousand young people from sixteen to twenty-five will be given a chance at useful work for the nation. The trades unions, which opposed the plan at first, are now said to be strongly in favor of it.

The "innere Siedelung," or suburban land settlement for the unemployed, is being developed on municipally owned tracts on the outskirts of some of the larger cities. Cottages are being built by unemployed families for their own occupancy, the city furnishing the materials and supporting the families on unemployment relief. A plot of land sufficient for intensive gardening goes with each house, which the other members of the family are expected to cultivate after the employable members return to industrial jobs. Eventually, the families will be permitted to purchase their homes.

The situation in *England* has become seriously complicated during the last decade by failure to discriminate, as Germany has so clearly done, between unemployment-insurance benefits, bought with payments by the workers, and the relief from public funds which must care for him after his right to such benefit becomes

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exhausted. Steps are now being taken to disentangle unemployment benefit from relief by the application of a "means test," through the reorganized local public-welfare departments. This requires an inquiry into the family income and resources of the applicant, something which is taken for granted in this country and in Germany, but to which recipients of prolonged unemployment benefits in England have become totally unaccustomed, and against which they have recently organized vigorous protests.

A Royal Commission on Unemployment Insurance, one of a long series of such commissions, presented in November a majority report, which urges the confinement of unemployment benefits to a contractual period which shall make the fund actuarially sound and solvent, and provision for all the unemployed who have exhausted their right to benefit, or are following uninsured trades, through relief funds administered locally with a "means test," under the supervision of the Ministry of Labour. There would remain the recourse of regular poor-law relief for unemployables or those qualifying neither for insurance benefit nor unemployment relief.

Variations on Work Relief

A NOVEL work relief schedule has been developed in *Columbus, Ohio*, where determination of unemployment relief policies has centered largely in City Hall, and where work relief has been consistently favored. The procedure is to assign for various periods of work men who have been investigated by the Family Bureau, the private agency affiliated with the public department. Wages are paid in cash at the rate of $3.40 per eight-hour day. Two days constitute a standard shift. The number of shifts assigned to each person per month depends upon the size of his family and to some extent upon the state of the exchequer.

Early in November, a revision in the assignment procedure resulted in the following schedule:

Number in family	*Weekly basis relief need*	*Frequency of assignment*
2	$4.00	Ten working days between shifts
3	5.00	Eight working days between shifts
4	6.50	One shift per week
5	7.50	Extra shift each eight weeks
6	8.00	Ditto, plus adjustment, direct relief
7	8.50	Extra shift each three weeks
8	9.00	Eleven shifts each eight weeks
9	9.50	Ditto, plus adjustment
10	10.00	Twelve shifts each eight weeks
11	10.50	Ditto, plus adjustment
12 or more	11.00	Thirteen shifts each eight weeks

The Department of Public Welfare in *New York City*, cooperating with the Welfare Council's Committee on the Homeless, has begun sending four hundred homeless young men in groups of two hundred, two weeks on and two weeks off, to work on roads and forest trails in the Bear Mountain Interstate Park. The men are carefully chosen from among the most helpable of the twenty-to-thirty-five-year homeless group, and will include none whose habits or physical condition are bad, or who have been lawbreakers. They are paid 50 cents an hour for a thirty-three-hour week, the funds being furnished by the Temporary Emergency Relief Administration of New York State. They are housed in a building used in summer as a fresh-air camp for children, and will pay about ten dollars a week for board, clothing and tobacco, and have about twelve dollars to tide them over the two idle weeks. Trained supervisors and recreation leaders are supplied and the work laid out and supervised by the park authorities.

At the same time a plan has been put into effect for homeless petty offenders committed by the courts for vagrancy. One hundred and fifty to 200 are sent for an indeterminate period up to six months to work in developing a large state farm connected with the new Women's Reformatory at Greycourt, Orange County. They will be housed in a new separate building which is not yet needed for women offenders, receive no compensation, and be under strict supervision of the City Department of Corrections.

Allegheny County, Pennsylvania (Pittsburgh), has been experimenting with "work-for-relief" which is a departure from its former cash-wage work-relief plan. Families on direct relief are asked to work it out on public projects, receiving about 20 percent larger relief grants while so engaged. So far the project has been experimental and confined to the county area outside of the City of Pittsburgh. The Family Welfare Association, administrating agency for the County Emergency Association, has been allowed considerable leeway in enforcing the requirement, as it has emphasized the desirability of keeping the program in harmony with constructive social-service concepts rather than to allow it to be set up on a "forced-labor" basis.

Oklahoma is typical of the states in the Midwest which find work relief a normal way of coping with unemployment. There are vast stretches of roads to be built and kept in repair, rivers to be dredged and curbed with levees and similar projects which are easily planned and widely distributed throughout these areas. The idea of supporting able-bodied men in idleness is foreign to community thinking, and work programs are commonplace, especially since federal funds have been made available.

News dispatches from both Tulsa and Oklahoma City describe the projects which are being developed throughout the state of Oklahoma with the aid of federal emergency relief funds. Near Oklahoma City, men are being paid 30 cents per hour for their labor and are given four days' work at a time. Men with teams receive 50 cents per hour. Their wages are paid from federal funds although the cost of material and supervision is met by the county. Thirty other counties have started similar programs since the state received its loan of $817,968 from the R. F. C. in November.

A committee of the Welfare Council of *Seattle* named in July to study the plight of the unemployed nonfamily women in that city, has rendered a report advising against the opening of any new shelters and recommending a diversified program of work relief as the alternative. This program would serve from five hundred to six hundred women selected from the total of three times that number who are receiving direct relief from the various social agencies. The cost, estimated at $10,000 per month, would be met from a county-work relief bond issue.

The committee proposes that three days work per week at cash wages of $1.50 per day be provided to "only those able to perform useful work, willing and able to maintain themselves on the wages thus earned, and who would otherwise be dependent on agencies giving direct relief." Proposed work resources would include the tasks available through the Goodwill Industries and County Workrooms; and various office jobs with nonprofit organizations such as churches, hospitals, libraries and the social and relief agencies themselves.

Braking the Transient Treadmill

AS long as community policy in regard to transients is governed by local unwillingness to provide more than the most temporary sort of care, the traditional and wasteful American policy of "passing on" will continue. *Wisconsin* has made a start toward breaking the vicious circle. Its Industrial Commission, which administers state and federal relief, has proposed to ten Wisconsin cities that they provide adequate care for transients with the understanding that the full cost will be reimbursed from the state's loan from the Reconstruction Finance Corporation. Two cities have accepted this offer and favorable response is expected from most of the others.

In the *Southwest*, where the transient problem is most acute, the relief agencies are reporting to the Reconstruction Finance Corporation their need for funds not only for transient individuals but for entire homeless families and are spending a part of their federal grants for this type of service.

At the Conference on the Maintenance of Welfare Standards called by the American Public Welfare Association in Chicago in November a Committee on Transients recommended:

> The problem of transients, both families and unattached men, women and youths, is a problem of the local community, the state, and peculiarly, by reason of its nature, of the nation. . . . The responsibility of the federal government includes the following:

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1. Primary responsibility for planning, development of standards, and financing in accordance with general policies of unemployment relief.
2. Direct responsibility for financing, on a grant and not a loan basis, when state or local responsibility cannot be allocated.

A report entitled Men in the Crucible issued by the *Chicago* Clearing House for Men is authority for the statement that only 8½ percent of the registrants at the Clearing House during the first ten months of the present year have been nonresidents. In the year ending September 30, 1932 a total of fifty thousand different resident and nonresident men have passed through the Clearing House.

Back to the Homeland

AN exodus of Mexicans from *Michigan, Northern Illinois* and *Minnesota* is under way, hastened by the provision of transportation from public-relief funds and pointed up by the Mexican government's offer of colonization aid upon arrival. Within the past year fifteen hundred Mexicans have been sent back from Michigan and lesser numbers from the other states. Trainloads of men, women and children, together with their baggage and furniture are leaving for the Mexican border every few weeks. On November 4, *St. Paul* sent one hundred on a special train at the expense of the Bureau of Public Welfare. All were relief cases. *Chicago* has sent several carloads of the travelers and more are contemplated.

Most of these removals are being made as voluntary repatriations. During the past decade thousands of Mexican laborers were brought into these states to work in the sugar beet fields, many of them drifting later to the industrial centers. Their destitution has been pronounced since 1930 and it is said that they are eagerly accepting the offer of transportation back to their native soil.

A recent bulletin of the Council of Social Agencies of *Chicago* makes a distinction between this type of repatriation and the less socially acceptable deportation procedure:

> In these times of financial stress, it is sometimes possible for the foreign-born to find a small means of livelihood or someone to care for them back in their home lands, if transportation can be secured. In such cases the Immigrant's Protective League, 824 South Halsted Street, is glad to assist in having investigations made abroad, in order to determine whether such means of livelihood really do exist, and whether it affords a sound basis for a *repatriation* plan.
>
> In times like these, when people become public charges through no fault of their own, the social worker must consider with unusual care questions relating to deportability. The hardships in *deportation* may far outweigh what may appear at first as advantages.
>
> Expulsion from the United States is a harsh proceeding. The social agency does not adopt it as a policy for an individual without first weighing the depth of the client's "stake" in the United States. His or her "natural home," in this country or in some other, must be taken into account in any rehabilitation plan. If one member of a family becomes deportable while other members are not subject to deportation, the separation which could occur, in addition to its anguish for the family, might leave to the agency permanent burdens of support, any plan into which deportation enters, must therefore include the whole family group.

It has been estimated that from $75,000 to $100,000 will be expended in the state of *Michigan* this winter in the removal of several thousand Mexicans under the repatriation plan.

Personnel

THE Cook County Bureau of Public Welfare (*Chicago*) has established a personnel office operated along civil service lines where applicants for employment either as case workers, aides or in other positions are required to qualify for the positions sought. The office is operated under the direction of a Personnel Committee of the Advisory Board of the Bureau.

Applications are taken which are graded on the basis of references, education and experience. Those who qualify are notified to appear before the Personnel Committee for an oral examination and if successful are placed on the eligible list.

The *Illinois* Emergency Relief Commission after a careful study of the salary rates of the relief agencies acting as its agents recently established classifications of positions and maximum monthly salary rates applicable to all employes whose salaries are paid by funds allocated by the Commission. Case-work aides are given a maximum monthly rating of $90; junior case workers $115; and senior case workers $150. In the case of personnel loaned from other agencies, any differential in salary will be made up by the loaning agency.

Reference has been made in this column in previous months to the unsettled situation in *Philadelphia* in regard to the payment of the emergency relief workers' salaries. The governor was standing firm against their payment from state or federal funds, insisting that the city of Philadelphia should participate in its relief program to that extent at least. City officials, on the other hand, were pleading inability to find the necessary funds. The stalemate was broken late in November when the governor directed the State Board to meet the November payroll and to provide $67,250 for payroll and other expenses for December and $17,500 for the maintenance of the shelter for homeless men for that month. At the same time, he warned all Pennsylvania communities that they must go the limit in developing local resources in order that the state's position before the Reconstruction Finance Corporation might not be jeopardized.

Separated Campaigns

A NEW alignment of social agencies for fund-raising purposes has taken place in *St. Louis*, where thirty-four of the Community Fund's relief agencies were released from participation in the Fund campaign last month in order to join with similar agencies from the Catholic Charities and Federation of Jewish Charities in a United Relief Campaign. The Community Fund will conduct a campaign this month for the remaining nineteen agencies in the Fund partnership.

The goal of the United Campaign was $3,850,000, of which only half was raised. That of the Community Fund is $600,000.

Friends of the non-relief agencies are watching this division of forces with bated breath, wondering how the public will respond to the second appeal.

Welfare Cafeterias Out

PUBLIC feeding of families in "Welfare Cafeterias" has been tried in *Detroit* and found wanting. The ten restaurants of the Department of Public Welfare, set up last summer as an economy move, are being abolished. At the peak they fed six thousand persons, or less than 10 percent of the relief case load, at a cost of 13 cents per day each. Grocery orders supplied to other clients during the same period cost about 14 cents per day per person.

"Viewed from a social standpoint the cafeteria system has little to recommend it," said a committee of Department of Public Welfare workers in reviewing its operation. "Its advantages seem to be confined mainly to its effectiveness as a means of reducing the case load." Thirty percent of the families transferred from home relief to cafeteria feeding failed to show up for their meals in the early stages of the experiment. This phenomenon misled the department into a belief that a magic formula for achieving voluntary withdrawal from relief had been found. The expansion of the system followed rapidly.

But later developments were disappointing. A check-up showed that half of those who had eliminated themselves were in dire need and were suffering in silence. Others had accepted the system at a great cost to their pride. Convinced that there was no real saving in the plan and that its social effects were destructive, the department has discontinued it.

A BIBLIOGRAPHY including both published and mimeographed material issued during the past year on Unemployment Relief in the United States and Canada is about to be issued as Library Bulletin 116 by the Russell Sage Foundation. The material listed under special headings such as Commissaries and Food Relief, Self-Help Movements, Work Relief, Care of the Homeless and Transients, etc., will be of particular interest at this time.

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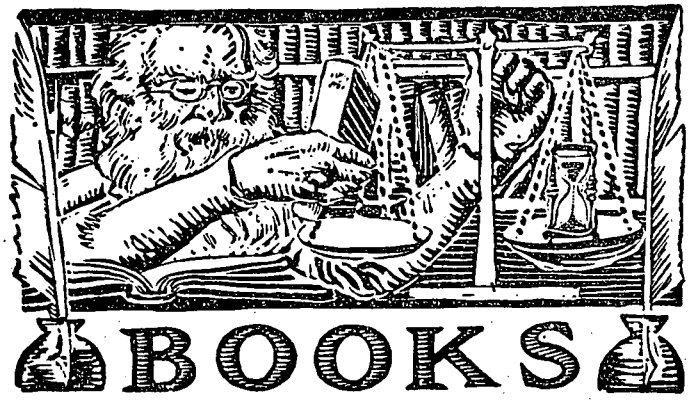

Away with Poverty

PROHIBITING POVERTY, *by Prestonia Mann Martin. Rollins Press, Winter Park, Fla. 131 pp. Price $.75 postpaid of The Survey.*

THE value of Mrs. Martin's book is that it goes straight to the heart of our contemporary social messiness. She would "prohibit" poverty. She believes—and doubtless has every reason to believe—that it can be done. Anyone less courageous might have hesitated to make the particular proposal that she offers, for, having made it, she will be dubbed utopian and dismissed with a shrug of realistic shoulders. Many a time in the past, however, the utopian has turned out to be the most hard-headed of realists and the realist but a sentimentalist covering his beloved habit-systems with a mask of reason. Not everyone will go the full way with Mrs. Martin, but no one can read this little book without a mind-stretching that releases a more vigorous sense of the possibilities inherent in the present situation.

Most significant of all is her clear demarcation of the limits of the most crucial aspect of our present problem. That most crucial aspect centers in man's relation to the indispensables of life—food, shelter, clothing, protection against ill health, transportation, education. Our present barbarity, she holds, lies in the fact that, although we are, as a society, fully capable of providing the subsistence-necessities to all, we permit millions to remain on the level of sheer destitution. She would turn the enginery of society toward the solution of this primary problem, and she would do it by the enlistment of the whole youthful man- and woman-power in the production of the indispensables. Her plan, which in some of its detail recalls William James's "moral equivalent for war," visualizes what might be called a limited collectivism: collectivism in the realm of indispensables, individualism in the realm of the dispensables or luxuries.

But it would be unfair in a few words to describe a proposal closely reasoned and fascinating in its presentation. In these days when we are, for the most part, presented with the choice between the preservation entire of the principle of individual enterprise and the casting of it out completely, a discussion which acknowledges the value of the collective principle in certain regions of life and of individual enterprise in others has the value of a kind of Hegelian synthesis of opposites. It may be that the mutual exclusiveness of our prevailing "either-or" is to be overcome by this view of a "neither-and-both." We live in a day when the social-economic lid is off. Many silly and pestiferous proposals are issuing out of our Pandora's box of perplexities, but there are issuing, also, proposals that turn our minds in wholesome new directions. Mrs. Martin's book, I believe, belongs in the latter category.

H. A. OVERSTREET

College of the City of New York

Verum, Pulchrum, Bonum

WHAT WE LIVE BY, *by Ernest Dimnet. Simon & Schuster. 303 pp. Price $2.50 postpaid of The Survey.*

"WHERE we live or how we live is of little consequence. What is all important is to live." This is one of the concluding sentences in this book, which every one who read and profited by Abbé Dimnet's The Art of Thinking will wish to read. It is a sane and lovely essay on the art of living, greatest of arts. If any one should ask the author, "Is life worth living?" he would answer, "Yes if it is good life," and in this book he tells us how to make life true, beautiful and good, and goes far to convince us that with whatever untoward outward circumstance, we may make our lives equal to that standard.

The book is in three parts and the third, headed Bonum, Beauty in Life, is the most compelling, especially to us social workers. As he says, "It purports to be a guide to our self-perfection but it is in reality a manual of happy living." He believes there are "three states of mind which with a little practice we can enter at our will: 1, Keen interest in truth even of a purely intellectual character; 2, working for any of the nobler objects possible to mankind, that is to say, what this book calls collaborating with God; 3, forgetting our own interest and devoting ourselves to the welfare or happiness of others."

Abbé Dimnet's spirit is deeply religious but his religion is not one of repression nor reluctant sacrifice but of active joy. True he seems to have a high appreciation of the mystics, if he is not one himself, but who can be even a humanitarian agnostic in the world of today, without harboring some traces of mysticism or being lost in hopelessness?

The chapter on Love is the wisest disquisition on that much discussed subject I have ever seen in print, and would seem to have come from a happily mated man rather than from a celibate.

The book is running over with adages which cry out for quotation, but The Survey's limits for its reviewers forbid. I most heartily commend it, especially the third part, to my fellow social workers, most of all to those of them who are hungry for a satisfying faith which their intellect will allow them to accept.

ALEXANDER JOHNSON

The Outlook for Russian Wheat

AGRICULTURAL RUSSIA AND THE WHEAT PROBLEM, *by Vladimir P. Timoshenko. Food Research Institute (Stanford University, California). 571 pp. Price $4 postpaid of The Survey.*

IN many ways Mr. Timoshenko's book should have a sobering effect on those who are inclined to be carried away by the extravagant claims of Soviet admirers regarding the immediate future of agricultural production in the Soviet Union. In general it may be said to be a scholarly, technical and comprehensive view of the problems faced by Russian agriculture. It will be somewhat of a surprise to many, for instance, to learn that as far as European Russia is concerned, the Soviets must contend with a considerable degree of agricultural overpopulation. Despite the immense size of the U. S. S. R., some 8,245,000 square miles, the amount of tillable land is relatively small—approximately 8 percent of the total area. In the larger part of the country, the winters are too long and too severe to permit the growth of crops; other large sections are too arid or too isolated. In the principal grain-growing regions, the Ukraine, the North Caucasus and the Volga regions, the density of population dependent upon the soil is from two to six times as great as in comparable agricultural portions of the United States, and the possibility of a marked expansion in the sown area is held to be very small. Only in remote sections of Siberia is there said to be any appreciable amount of arable land wholly unused, while even there the feasibility of mass colonization is severely questioned.

In view of the rapid growth in population, the author feels that there is little chance of the Soviet Union developing an export of wheat comparable to that of Czarist Russia, a conclusion that seems amply justified. One's confidence in the accuracy of his generally gloomy picture of agrarian prospects in Russia is somewhat disturbed, however, by the very obvious fact that Mr. Timoshenko does not approve of the Soviet régime. While there are said to be excellent reasons why this study was carried on entirely in this country without the benefit of first-hand investigation, it is inevitable that this should prove a serious handicap. No consideration is given, for example, to the recently discovered process of "yarovization" whereby the range of certain crops is immeasurably widened and the prospects of productivity greatly

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enlarged, although this information was available in Russia long before its formal announcement at the Sixth International Congress of Genetics at Cornell University last August. Despite such serious limitations, however, the book may definitely be recommended to serious students of Russia's problems.

Foreign Policy Association MAXWELL S. STEWART

What Leisure for Everyman Means

LEISURE IN THE MODERN WORLD, *by C. Delisle Burns. Century. 302 pp. Price $2.50 postpaid of The Survey.*

MR. BURNS defines at once the large increase in leisure to which society is fated; the increased human energy left after the day's work; the variety of modern opportunities for leisure. Among the results he notes a much wider range of social contacts for all; an interclass and international common content of experience never before approached; a resultant social democracy; a fuller range of interests for all; more rapid assimilation and change of ideas than ever before in history; new experiments, customs and conventions based on equalitarian leisure; greater opportunity for discovery and development of personal capacities; a new basic attitude toward work and leisure, summed up in "the new generation does not believe that its leisure is for the sake of work." Still further, enlarged democratic unfatigued leisure has transferred to the "leisure of workers" those interests and responsibilities which have heretofore been borne by the "leisure class"—"movements," societal control, government, the arts, "civilization."

All this must modify public policy. The state must constantly decrease the hours of work—"We can afford abundant leisure for all"; education must give more attention to preparation for leisure—"If education, in school or after, leaves men and women with no interest at all, with nothing they want to do apart from what they must do, then it has failed to fit them for life"; there must be community provision for leisure, and on no minimum basis either. "Public provision should be made for the enjoyment by every member of a community of the whole of the 'good life'. . . . This implies a practice that aims at giving the charwoman the opportunity to hear Beethoven, not in order that she may do more work, but because she is a woman."

Mr. Burns has imagination and keen observation; he has written a readable, arresting book on a subject even more important tomorrow than today. "The place of leisure in the life of those who work for a living is the problem of the modern world, which is fundamental in discussing the future of civilization. . . . Civilization may depend for its roots upon the way in which work is done; but it depends for its finest flower upon the use of leisure."

ROY SMITH WALLACE
National Recreation Association

Conflict and Behavior

THE NATURE OF HUMAN CONFLICTS, *or Emotion, Conflict and Will: an Objective Study of Disorganization and Control of Human Behaviour, by A. R. Luria. Translated from the Russian and edited by W. Horsley Gantt, Liveright. 428 pp. Price $4 postpaid of The Survey.*

THIS is an excellent exposition of the laboratory method in the clinical field. The presentation of a more or less uniform technic is supported by an adequate exposition of the methods with case studies. Luria demonstrates the factors entering into the conflict processes as well as the nature of conflicts bound up in effects which disorganize behavior through their direct connection with the motor field. The author's general viewpoint is that the mechanism of conflict plays a chief role in the disorganization of human behavior and he believes that delays in the excitatory system of activity may easily lead to disturbances of behavior.

The neurodynamics of neuroses are studied in terms of types of body organization, one stable and one labile. Disorganization of voluntary behavior involves an inability to create stimuli or to subordinate them. Direct attempts to control behavior lead to negative results; mastery is achieved only by indirect means.

The strength of the volume lies in its stress upon the totality of personality, with the intellect viewed as a vital factor in the development of what is ordinarily regarded as voluntary action. Human behavior is regarded as a direct growth and not merely as the result of an accumulation of experiences. Biological man is modified by his cultural activity. The cultural functions are not isolated in psychological processes but permeate the whole activity and structure of behavior. The analysis of cultural mechanisms becomes the key to understanding the simple neurodynamical processes.

As a presentation of his mode of investigation, Luria offers a book of significance and value. He seeks to probe objectively the mechanism underlying much of human unhappiness. The section of the volume dealing with artificial conflicts shows quite definitely that the specific organization of a higher psychological function is explainable only as one includes a study of the neurodynamics of behavior.

American psychologists and even social workers can gain much from this well-organized systematic discussion of the nature of human conflicts.

IRA S. WILE, M.D.
New York City

How to Organize Health

COMMUNITY HEALTH ORGANIZATION, *edited by Ira V. Hiscock. Commonwealth Fund. 261 pp. Price $2.50 postpaid of The Survey.*

THE attempt to develop quantitative, objective standards and programs for municipal health service has now been carried on by the American Public Health Association for more than ten years and with somewhat remarkable success. This work is not only a substantial contribution to the cause of public health but also perhaps points the way in which other governmental functions could with profit be analyzed. The present volume is a revised, enlarged and extensively modified new edition of Professor Hiscock's earlier book, published on behalf of the Committee on Administrative Practice of the Association in 1927. It outlines in detail the necessary community organization for a city of 100,000 population, including public and private agencies, and covering communicable disease control, control of tuberculosis and venereal diseases, maternity and child hygiene, school hygiene, milk and food control, sanitation, laboratory service, public-health nursing, hospital and out-patient services and popular health instruction. Under each of these topics there is an outline, based on the exhaustive studies of the Committee, of the detailed services which actually should be rendered and of the personnel and budget required.

Professor Hiscock has given a clear and complete picture of the essentials of community-health organization which should be constantly on the desk of every worker in this field. Furthermore he has infused his discussion of technical administrative problems with a philosophical grasp of governmental problems and with an awareness of underlying community needs which should commend his work to other social workers as well as to those specifically concerned with public health.

C.-E. A. WINSLOW
School of Medicine, Yale University

When Justice Takes to Politics

TRIBUNES OF THE PEOPLE, *by Raymond Moley. Yale University Press. 272 pp. Price $2.50 postpaid of The Survey.*

IN this volume the man who has become one of the inner circle of President-elect Roosevelt's advisers and who is professor of public law at Columbia University, tears the mask off the magistrates' courts of New York City. To large numbers, he points out, these courts are the custodians of justice, the tribunes of the people; and yet their work is shoddy and their atmosphere unwholesomely political. Professor Moley reviews various surveys of these courts and efforts to raise their standards, but his volume deals largely with the results of the Seabury investigation and therefore pictures the courts as they are today. He makes the categorical statement that in the selection of magistrates through the years the political machine has followed

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the policy of giving as poor a quality of appointments as public opinion will permit. Scandals associated with bail, organization of the courts, framing and other abuses uncovered in connection with the Women's Court—these and other phases of the work of the courts are analyzed. Roughly, half of what goes to support the courts, he says, finds its way either to political work or to waste and inefficiency. Before real improvement can come "the authority that rules politics in New York City must bend low before the altar of self-renunciation." And the candid observer cannot "yet discern even the portents of such a miracle."

Trenton, N. J. WINTHROP D. LANE

Victims of the Great God Style

TRADE-UNION POLICIES IN THE MASSACHUSETTS SHOE INDUSTRY, 1919–1929, *by Thomas L. Norton. Columbia University Press. 377 pp. Price $5 postpaid of The Survey.*

THE shoe-workers' unions in Massachusetts have had to struggle for a decade with the problems of a shrinking market for their labor and increasing pressure on wages in a highly competitive industry. Dr. Norton tells the story of this struggle in Brockton and Haverhill. Each of these cities watched its shoe industry slowly decrease in size during the 'twenties, while the unions fought to maintain wage scales considerably above those of nearby competing centers.

Although the Haverhill union differed radically from that in Brockton, both organizations looked to arbitration within the framework of the trade agreement as a necessary evil, to be flouted on occasion but to be relied upon generally, since no other method of adjusting piece-rates and working rules was possible in an industry completely at the mercy of the great god Style.

The economic factors which ruled the situation are carefully explained with abundant statistical data to illuminate the text. The analysis of arbitration board decisions is done with as much thoroughness as the decisions themselves allow: only those who are in the cast of the play can know what occurs offstage, and the spectator must take what he sees for granted. Arbitrators' decisions usually contain the truth; if they fall short of containing the whole truth, the picture which is drawn from them may be a bit distorted, but the artist is not to blame.

The author proves that a carefully documented and highly specialized study can be interesting reading. He has made an excellent contribution to the growing body of literature that deals with collective bargaining in American industry.

Duke University JOHN P. TROXELL

Ethics for Schoolboys

THE ART OF BEHAVIOR: *a Study in Human Relations, by Frederick Winsor. Houghton Mifflin. 203 pp. Price $1.75 postpaid of The Survey.*

IN this book the author offers for the use of all boys of high-school age a discussion of ethics which he has found intelligible and interesting to the boys of Middlesex School. It must, therefore, be judged according to the measure of its probable usefulness to boys of this age out of every social class. This reviewer has not found, as the author has, that sex is a subject usually adequately treated in school as a matter of hygiene and physiology. His own experience with schoolboys, on the contrary, leads him to feel that a lack of understanding of the ethical problems inherent in sex is the cause of so much failure in later life adjustments that no book purporting to handle the question of ethics for the young may properly avoid sex matters.

The treatment of what one may call the "domestic" virtues is admirable. The average boy will understand and be impressed by the argument that truth-telling, with reservations which the author points out, is necessary for the functioning of society; and that unselfishness benefits its practitioner by making him immune to many common fears and anxieties.

But the discussion of the ethics of our community life lacks realism. The most important part of the picture seems left out if we do not consider the origin of racketeering in the willingness of many respectable people to make use of racketeers, or if we worry about the low standard of civic ethics without asking whether this did not arise from the standard of business ethics which John T. Flynn and others have shown is equally low. And the present state of Europe makes it seem ironic to say that "the nations of the world are beginning to realize that even international disputes ought to be settled according to the principles of justice, not by brute force."

I. M. BEARD

Bethel, Conn.

Dissipated Heritage

THE CHANGING CULTURE OF AN INDIAN TRIBE, *by Margaret Mead. Columbia University Press. 313 pp. Price $4.50 postpaid of The Survey.*

ALTHOUGH this study was designed, in the main, to disclose the changing status, interests and attitudes of women in a Plains Indian tribe, practically every aspect of life on the reservation is discussed. The picture is appalling: what has happened in this little corner of the Mississippi Valley is not that an overripe culture has crumbled at the first impact of a more vigorous or modern one; nor is it the incidental disorder which often attends —in the experience of many of our immigrant groups, for example —the adaptation of a social system to new conditions. But, owing to the ever shifting artificial barriers which an uncertain government policy of interference has placed in the way of such readjustment, the cultural heritage has simply been dissipated; and these Indians are now worse off than they were in the earlier stages of contact.

The author does not formulate this thought; but one gathers that the decay of our own culture which now dominates the scene is the most serious factor in the situation; and that race pride, though it slows up the process of adjustment, is, when combined with trained intelligence, the most hopeful of the forces left.

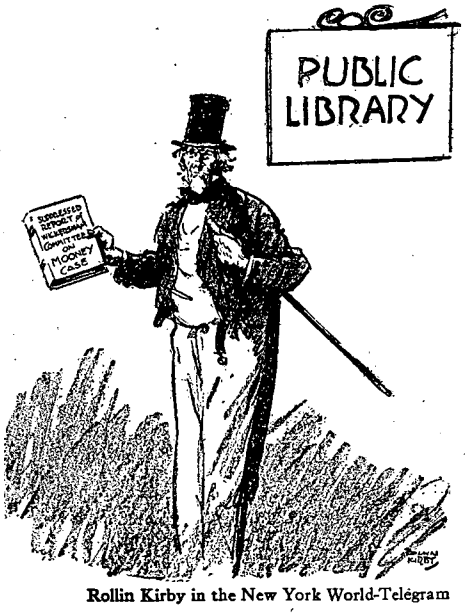
American Council, Institute of Pacific Relations BRUNO LASKER

The Two New Mooney Books

THE MOONEY BILLINGS REPORT. *Suppressed by the Wickersham Commission. Gotham House. 243 pp. Price $1.50 postpaid of The Survey.*

WHAT HAPPENED IN THE MOONEY CASE, *by Ernest Jerome Hopkins. Brewer, Warren, Putnam. 258 pp. Price $2.50 postpaid of The Survey.*

THE suppressed Wickersham Report on Mooney, now published, together with Hopkins' book, also just published, really give further information to this well-known case. The report, put out by private funds, gives us the type of information that was undoubtedly before Governor Rolph at the time of Mayor Walker's famous trip to California. The legal analysis is both efficient, clear and convincing in accordance with the standards familiar to all lawyers. Though there is little doubt as to where his sympathy lay, the book reveals a most searching probe for the truth in each step in the handling of the case by the police, and most clear proof of their lack of regard to the ordinary standards set up at the time of the Magna Carta. The question remains whether this book will be interesting or enlightening reading for the lay reader. To me as a lawyer this seems open to question.



Rollin Kirby in the New York World-Telegram

There, by thunder, I'll get the truth at last!

Hopkins' book was written, I presume, with a knowledge of the report and shows a desire to popularize for the lay public the type of analysis and the method of presentation so effectively appearing in

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the Commission's report. I may say for myself in regard to the Hopkins book that even after reading the report, I found it difficult to put down the most engaging as well as the agonizing picture given in the book. Here, with the strict regard for the truth of details, there is a chance for picture sketches of the actors, sufficient details to make them real people about whose lives one is tremendously concerned.

To explain this idea further I would like to point out, for instance, how Mooney and his wife are shown giving their experiences in labor work, their manner of living, and their interests, so as to make you wish to know their connection with the Preparedness Parade and their possible relation to the bomb explosion. To me this information was very enlightening because, like most people of my generation or younger, I was not old enough at the time of the explosion to get a clear picture of the ramifications.

To return to the Wickersham Report, the time analysis in this book showing the relation of the alleged alibi of Mooney to the situation was extraordinarily effective and this was brought out more strikingly by showing the different testimony given by the state's witnesses at different periods in the case. Also, Billings comes out as a real person, a labor sympathizer and organizer, in a way that I had never understood before. He seems a most pathetic and at the same time interesting illustration of the courage and progressiveness of the younger generation.

I recommend both volumes without qualification to readers of The Survey as books in which there appears a very complete and fair picture of one of the *causes célèbres* of our times.

New York City SUSAN BRANDEIS

Evil Shadow Over Childhood

THE CHILD AND THE TUBERCULOSIS PROBLEM, *by J. Arthur Myers, M.D. Charles C. Thomas, Pub. 230 pp. Price $3 postpaid of The Survey.*

TUBERCULOSIS has its vulnerable spot. The tubercle bacillus in killing its human host destroys itself. It can continue its existence only by repeated migration to other persons. Our best strategy, therefore, says Dr. Myers, is to prevent the invasion of the uninfected person by the tubercle bacillus. Some argue that a slight infection tends to immunize the individual against serious disease. With such a truce, whereby the human race agrees to put up with the perpetual parasitism of the tubercle bacillus, he has no patience.

The childhood period is the pivotal point for the modern attack. Infection takes place most frequently before the twenties are reached. Moreover infection, if it has taken place and early damage has been done, can easily be discovered in children with the aid of modern instruments of precision such as the tuberculin test and the x-ray. Myers has gathered the latest and best knowledge about tuberculosis in children and has enriched it with his own wide experience. With his gift for non-technical description of scientific subjects, he traces the ramifications of the disease through the social fabric, particularly the family. His relentless pen, reenforced by ingenious diagrams, describes the wrecking effects of the tubercle bacillus once it has crossed the threshold of the household. But that same pen pictures the most hopeful way out mankind has ever known. It inspires us to believe that "one of the greatest evils shadowing all children may some day be lifted."

In the last chapter, The Program for the Future, the author summarizes the social forces necessary to lift the shadow. The new program includes no revolutionary or startling ideas but demands, in addition to the tried and accepted procedures, a widespread testing of children in order to screen out those who require special supervision and treatment before symptoms appear.

The nurse, the social worker, the teacher, the health worker need the background and the specific knowledge which is here so well blended; particularly in these evil days when thousands of children are being threatened because the allies of tuberculosis, malnutrition, crowding, depression of spirit, are in the saddle.

National Tuberculosis Association H. E. KLEINSCHMIDT, M.D.

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

PLANS FOR CITY POLICE JAILS AND VILLAGE LOCKUPS, *by Hastings H. Hart. Russell Sage Foundations. 27 pp. Price $1.50 postpaid of The Survey.*

A POSTHUMOUS volume of plans and architects' drawings which, if it could be brought home to the conscience of those responsible for local lockups, might do away with one of the crying scandals of the United States.

WOMEN'S WORK UNDER LABOUR LAW. *A Survey of Protective Legislation. International Labour Office. P. S. King & Son, Ltd. 264 pp. Price $1.50.*

A STUDY of "the chief problems affecting women workers which have given rise to protective legislation, and examples of the solutions tried in various countries." The report points out that "those legislative solutions, like all human endeavors, are merely relative and temporary in their character. . . . Whereas certain problems affecting the employment of women will always be with us—for example, the fundamental problem of maternity—others develop with the social conditions out of which they arise."

PSYCHIATRY AND MENTAL HEALTH, *by John Rathbone Oliver, M.D. Scribner's. 310 pp. Price $2.75 postpaid of The Survey.*

DR. OLIVER presents the Hale Lectures of 1932, given at Western Theological Seminary. He, as a pastor, a psychiatrist and a medical historian, offers a simple, frank exposition of the problems in which ministers may be of service to their parishioners. The book aims to supplement theology in order that pastors may aid more practically the victims of life's problems in finding a better adjustment. It is an interpretation of sick souls and their fears, their struggles and their temptations. The viewpoint is primarily and uniformly religious.

THE CURATIVE VALUE OF LIGHT, *by Edgar Mayer, M.D. Appleton. 175 pp. Price $1.50 postpaid of The Survey.*

FROM sunlight through window-glass to the many varieties of sunlamp, Dr. Mayer traces clearly and briefly what we know of the curative value of light and what remains to be proved. For some of the conditions he describes and by some of the methods that he explains in simple terms light has proved a brilliant success. On the other hand he believes that "the use of light in all forms as a tonic agent has been greatly overdone" and that its effectiveness in preventing and treating colds still awaits demonstration. This advice of the consultant in light radiation to the American Medical Association Council is a straightforward guide to the layman trying to find his way through fads to facts.

MANY MOONS AGO AND NOW, *A Course on North American Indians for Juniors, by Katharine E. Gladfelter, 157 pp.;* CHILDREN OF THE GREAT SPIRIT, *A Course for Primary Children, by Frances Somers Riggs and Florence Crannell Means, 153 pp.;* NEW JOY, *A Course on China for Juniors, by Carolyn T. Sewall and Charlotte Chambers Jones, 154 pp.;* OFF TO CHINA, *A Course for Primary Children, by Helen Firman Sweet and Mabel Garrett Wagner, 146 pp.;* CHINESE CHILDREN OF WOODCUTTERS' LANE, *by Priscilla Holton, 68 pp.; all Friendship Press. Each volume $1 cloth, 75 cents paper bound.*

EACH year the effort of the missionary movement to produce textbooks for use in church schools that will awaken in American children a sense of friendship for the children of other races and nations achieves a little more success. This year, the above collection of new study books—to which might be added others that address themselves to senior groups—invites an interest in our North American Indians and in China. One notes the emergence of a liberalism in the appraisal of non-Christian faiths that was not present in the earlier missionary literature but that became inevitable as soon as it was desired to produce an appreciative attitude toward foreign cultures. One also notes the increasing skill with which every possible resource of project teaching is drawn upon to help the least imaginative teacher in this work; besides stories and songs she will here find games, cooking recipes, directions for making costumes, and the like. The stories are not all uniformly well told: in some of them there is still too much sentimentality. The illustrations are all good—except in one of the little books where they represent Chinese children obviously younger than the story-writer had in mind.

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COMMUNICATIONS

Evidently We Are Read

To the Editor: It might interest you to know that I have received dozens of requests from various parts of the country for the pamphlet, What Shall We Discuss at Our Next Conference, which you listed in your November 1932 issue of The Survey. I wish to thank you at this time for mentioning this pamphlet in your paper. Benj. L. Winfield

Jewish Children's Home, Newark, N. J.

Pragmatia Ahoy

To the Editor: I feel that the article, A Pragmatic Experiment with Taxes, in the December Graphic number of The Survey, justifies my persistency as a member of Survey Associates, Inc. It was a long time coming, but when it arrived it was good.

I cannot quite agree with the sentence under The Gist of It, "His [Harold S. Buttenheim's] articles and editorials are intensely practical, but now and then he takes wing for a flight into the blue, as in the delightful trip to Pragmatia." As one who is accustomed to dealing with causes and effects in attempts to solve engineering and commercial problems, I am fully convinced that this article is one of the most "intensely practical" articles Mr. Buttenheim ever published. It would, in my opinion, be far more proper to designate the vast majority of the so-called practical discussions of social and economic activities as "flights into the blue." Such, for instance, are the proposed plans of providing employment by public works which are to be paid for by increasing taxes upon thrift, industry, enterprise and on incomes derived from the performance of the service functions.

There are two criticisms which I trust I may be permitted to make. The first is that Mr. Buttenheim unfortunately uses the term "land tax," which is utterly misleading. Had he said land-value tax, it might have called for some explanation, but certainly it would not have been misleading. Farmers are opposed to land taxes, although the evidence is very clear that no class, save the landless laborer, would be so greatly benefited by the substitution of the land-value tax for all other kind of taxes. You doubtless read Mary Heaton Vorse's article on farm conditions in the Corn Belt in the current Harper's Magazine. This might properly have been entitled, American Plan of Liquidating Our Corn Belt Kulaks. Our method is just as effective as the Russian and tends to have the same ultimate results. Our American socialist reformers have enthusiastically praised the introduction of mass-production methods on the communist farms. They apparently are entirely ignorant of the fact that Tom Campbell made the most disastrous failure in the annals of American wheat growing by his mass-production methods in Montana. Although he had special advantages in extraordinarily cheap land, some of it Indian land under ridiculously low leases, his unit costs were always higher than the unit costs on the well-managed individual farms in Montana.

My second criticism is based on the implied criticism of "the sacred tenets of the 'lazy fairies'—the mysterious 'law,' so-called, of supply and demand." The law of supply and demand is exactly as mysterious as the law of gravitation and it works just as truly and inexorably as does the law of gravitation. In both cases the phenomena resulting from the working of the law are entirely dependent upon the environment. The law of gravitation, the working of which makes it possible for a steel vessel to float, also causes that vessel to sink when the sea-cocks are opened. Water, acting in accordance with the law of gravitation, may grind our corn or destroy our homes, depending entirely upon the environment in which the falling water acts. "Young men in a hurry," who are dissatisfied with the social and economic phenomena resulting from the inexorable working of the law of supply and demand, find fault with the law instead of using their minds to discover how our social and economic environment can be altered so that beneficent phenomena will be the natural result of the working of this natural economic law. Laissez-faire is not to be judged by the phenomena which have resulted from our failure to adopt its principles. The fact is that laissez-faire has never been tried and, obviously, it cannot be tried when freedom to produce is denied through the monopolization of land values, including all natural resources. Neither can it be tried when revenues for the support of government are obtained by robbing those who perform the service functions by taxing their incomes or any products produced by their labor, for obviously such taxes curtail freedom of action and in many cases are absolutely prohibitive.

I should be interested to learn whether your readers generally consider this article "a flight into the blue" or an "intensely practical" presentation of truth. Warren S. Blauvelt

Hudson Valley Fuel Corp., Troy, N. Y.

To the Editor: If the term "land tax," as Mr. Blauvelt believes, conveys a misleading idea to Survey readers, my use of it was indeed unfortunate. I wanted a well-balanced contrast to "sales tax"; and for this purpose the two words, "land tax," seemed more effective than the three words, "land value tax."

As a matter of fact, however, I wonder if The Survey's host of intelligent readers do not, like Mr. Blauvelt, understand fully that no rational advocate of a land tax would base such tax on the acreage instead of on the value of the property assessed. Otherwise, why not insist similarly on the term "sales value tax," lest it be assumed that the sale of a bushel of potatoes would be taxed as much as a bushel of diamonds? Or adopt the term "income ability tax," instead of "income tax," in order to make clear that all incomes are not taxed on the same percentage basis?

Mr. Blauvelt in his second criticism uses a telling comparison between the law of supply and demand and the law of gravitation. It seems to me, however, that an important distinction is overlooked by those who believe that laissez-faire would work to perfection if we would only try it. Whereas gravitation is a wholly impersonal, inanimate force, the law of supply and demand depends for its workings on the widely varying appetites and aspirations of human beings, and on their multitudinous ideas as to how best to satisfy these appetites and aspirations. And these are not innate, inevitable ideas either; they are constantly being influenced by education, religion, fashion, advertising and a host of other human forces. This being thus, I cannot be optimistic enough to hope that we can ever so organize society that laissez-faire will have untrammeled sway—or that under such sway human beings would with inevitable wisdom pursue their own welfare and the common good.

But, anyway, I value greatly Mr. Blauvelt's commendations and criticisms, and wish I could believe that most of your readers would be as willing as he is to advocate the adoption in America of Pragmatia's system of taxation.

Editor The American City, New York City

Harold S. Buttenheim

Foster Day Care

To the Editor: Gretta Palmer's statement, quoted in the So They Say column in The Survey of December 15, 1932, really merits a statement from our organization. There *is* a plan in operation which provides satisfactory day care not alone for poor children, but for those of "white-collar fathers and silk-stocking mothers." Foster day care was first advocated by Mrs. Berthold Strauss in 1926 and put into operation by The First Day Nursery five years ago this month. Since then, the movement has gained considerable impetus. This plan has been adopted outright by four day nurseries in this city and by one each in Elmira, New York, and Canton, Ohio. Columbus plans to use it for special cases. Toronto is deeply interested and hopeful of adopting it as an extension of their established service when finances permit. Richmond, Virginia, started foster day care the first of last October for a limited group and found the demand for that

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service far in excess of anything anticipated. The city health department of Baltimore sees in this plan definite possibilities for the solution of municipal problems. However, we who are sponsoring the work have not made the facts of our plan known to the official dispensers of news in social work—namely, the staff of The Survey.

May I present some of the advantages which we have found in this type of day care for children as opposed to our former plan of institutional day care?

(1) Foster day care is more economical financially (as well as socially) than the ordinary type of nursery service.

(2) A decrease in nursery turnover has made more consistent and constructive work with the children and families possible. Our annual turnover in our last year of institutional work was 329 per cent as compared to a turnover of 42½ per cent in 1931.

(3) The health of the nursery population has improved noticeably because of (a) elimination of exposure of the group to infection, (b) the more consistent supervision just mentioned and (c) greater opportunities for health education of the parents and foster parents.

(4) The general morale of the families is much higher under the new regime, which not only admits but demands a better rounded piece of case work than was formerly possible.

(5) We now make the plan for the family our first consideration, since we are not obliged to think of an empty and costly institution which "should be filled." Our funds go into direct service rather than into equipment.

(6) Children under foster day care are being prepared for normal life in their own communities.

(7) No religious nor color lines need be drawn. We are now caring for Jewish, Irish, Polish, German, Negro, Chinese and "just American" families.

(8) A much greater area is served under the decentralized plan.

(9) The foster mother's hours can be adjusted to meet the needs of the mother who works irregularly.

(10) Children varying in ages from a few months to fourteen years may be cared for simultaneously and successfully.

(11) The children of the silk-stocking mothers may be cared for at a reasonable cost to the parents (and no cost to the community) in surroundings comparable to their own homes, where they receive thoughtful and individual training.

I do sincerely feel that foster day care has passed its trial stage with flying colors and that it will result in an even greater modification of nursery policies than we have seen in the past five years. If nurseries are responsible for the training and care of several thousands of children annually, should they not be definitely challenged as to expenditures, modes of work, and results?

Executive Secretary, The First and Sunnyside Day Nursery, Philadelphia LUNA E. KENNEY

Who Shall Go to Conferences?

TO THE EDITOR: Because of the unusual financial conditions existing at this time in our community, a number of procedures in social work, which up to now have been taken for granted, have come up for reevaluation and possible reorganization. Among them, the problem of convention and conference attendance by the constituent agencies of our Community Chest has been under scrutiny for some time.

It has been felt by a number of our people that the haphazard way in which our communities have been sending representatives to attend conventions and conferences is a symptom of the lack of organization existing in general in social-service work. To be more precise, a suggestion has been made that instead of every agency sending its own representatives, the Community Chest be given the responsibility for sending representatives to these conventions. Such representation would be made not merely on the basis of the financial ability of the individual agency, but be based upon the needs and qualifications of those who are sent. There is a good deal of opposition to this suggestion in the community and I have been asked, in the (*Continued on page 46*)

A FELLOWSHIP for study during the winter of 1933-34 will be offered to a foreign student who expects to make social work his profession. March 9, 1933 is the final date for filing applications. Details will be mailed upon request.

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PERIODICALS

The American Journal of Nursing shows the part which trained nurses are taking in the betterment of the world. Put it in your library. $3.00 a year. 450 Seventh Ave., New York, N. Y.

Mental Hygiene: quarterly: $3.00 a year; published by the National Committee for Mental Hygiene, 450 Seventh Ave., New York.

(*Continued from page 45*) capacity of chairman of a committee, to collect whatever material there is on this subject for the purpose of presenting it back to our community for further consideration.

Are there any communities in the United States which have attempted any such procedure, and if so, how has it worked out? Has anything been written on the subject that you might refer me to where the pros and cons of this matter have been discussed, or is there any other information that you can give me?

SIMON DONIGER
Executive Director Jewish Guidance Bureau, Newark, N. J.

From Mme. Breshkovsky

TO THE EDITOR: Catherine Breshkovsky, "the Little Grandmother of the Russian Revolution," will soon enter her ninetieth year. She has lately become blind. Unable to live in Russia because she is out of sympathy with the Bolsheviki, she founded two boarding schools for peasant children in Russian Carpathia, now a part of the Czechoslovak republic. She has supported them mainly with American money. She sends me the following letter, with the entreaty to circulate it as widely as possible:

"To my Beloved American Friends, and to all young students.

"To you I address my humble and almost desperate plea for help. You know of my work. In twelve years hundreds of boys and girls have passed through my boarding schools, and many graduates have become teachers in primary schools. I got the money not only from rich men, but from many school girls and school boys. But this year, owing to the world-wide depression, the aid from America has fallen off so much that, unless more help comes, some of my best students will have to leave the university. They will be thrown on the streets, or have to go back to their poor villages. This causes even more grief to me than to my unfortunate boys and girls.

"Soon I shall enter my ninetieth year. My dear friends, I beg, I pray you to help me to die joyfully!

"Catherine Breshkovsky."

Her address is Catherine Breshkovsky, Drubezarna, P. Horny Pocernice, U Prahy, Prague, Czechoslovakia. Money may be safely sent to her in a cashier's check. It should be made payable in American dollars. Or I will gladly forward any contributions.

3 Monadnock Street, Boston, Mass. ALICE STONE BLACKWELL

Education on Alcohol

TO THE EDITOR: I have read with profound interest and appreciation Dr. Haven Emerson's review of the great book compiled by him in cooperation with other eminent scientists, Medicine Looks at Alcohol, in the November issue of Survey Graphic.

This up-to-date, scientific appraisal of alcohol should have a deep impression. Medical men for a good while have known that alcohol is a poison, but the rank and file of the people have not been convinced of that fact. We are in our present dilemma about prohibition among other things for the reason that the education of the public regarding the fact that alcohol is a drug poison, a narcotic poison, has been overlooked by the drys. This article and this book should be the means and the occasion for a systematic re-emphasis of the fact that the liquor traffic, legal or illegal, is a traffic in poisonous beverages. That fact must be brought home to the last citizen.

JOSEPH B. ROGERS
Pastor La Salle Avenue Baptist Church, Chicago

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GOSSIP: of People and Things

Home Service

YOU never can tell what kind of a tight place The Survey will help you out of. At the New Jersey Conference of Social Work last month Walter Kidde, treasurer and at the moment presiding officer, introduced Mollie Condon, Survey representative, with a story of this journal's really distinguished rôle in saving his life. He wakened one fine night to discover a masked burglar going through his clothes. On a bedside table, on top of a pile of Surveys—evidently Mr. Kidde's favorite bedtime reading,—lay the intruder's revolver. Moved by the same impulse, Mr. Kidde and Mr. Burglar sprang for the revolver. But leave it to The Survey! It obligingly slid off the table, taking the gun with it and, if you please, exploding it. Mr. Kidde got his man.
Moral: The Survey is indispensable.

THE American League to Abolish Capital Punishment, The Survey's downstairs neighbor, has lost the services of its indefatigable director, Vivian Pierce. Ruth von Roeschlaub, formerly research assistant, is acting executive secretary.

MASSACHUSETTS has a new commissioner of Correction, Francis B. Sayre, appointed by Governor Ely to succeed Dr. A. Warren Stearns. Mr. Sayre, in his late forties, is a professor at the Harvard Law School. Mrs. Sayre is a daughter of Woodrow Wilson.

As a practical economist we commend James H. Hubert of the New York Urban League who beats the three-cent postage rate by cutting off the reservation blank for committee luncheons, dinners and what-not, adding the words, "Will pay at the door," and pasting it on a one-cent postcard.

A SHIFT in the nursing field service of the American Red Cross takes Charlotte M. Heilman from New York state to Washington as assistant national director of Public Health Nursing and Home Hygiene, and takes Helen Bean from Massachusetts to fill Mrs. Heilman's shoes in New York. Helen Gould of the Vermont and New Hampshire territory has dropped New Hampshire and added Massachusetts and Rhode Island to her territory, while Laura Knowlton of Maine has taken on New Hampshire. Ruth Mettinger, who has been covering Georgia and Florida, has added the two Carolinas to her bailiwick.

CHICAGO is losing one of its most esteemed Salvation Army officers, Col. George H. Davis, who goes to San Francisco as chief secretary of the Western Territory. As head of the Salvation Army Training College in Chicago Colonel Davis has attended the commissioning of some two thousand young officers. He has recently acted as field secretary for the Army's Central States Territory.

THE seventh congress of the International Union for the Protection of Children will be held in Paris next summer July 5–9. Dr. D. Lasage of the French Academy of Medicine as chairman of the French Committee, has extended through the U. S. Children's Bureau a particularly cordial invitation to American social workers to attend and participate. The theme of the Congress will be Government and Welfare, with the program organized into six sections for the discussion of maternity, infancy, children of preschool and school age, adolescence, abnormal childhood and social service. Each section has as its chairman a French physician of distinguished professional rank.

HONORS accumulate for Dr. William Hallock Park, director of the laboratories of the New York City Health Department. He has been chosen to receive the coveted Sedgwick medal of the American Public Health Association, the formal award to be made in the spring. Last spring he was awarded the public welfare medal of the National Academy of Sciences.

JULIA HOPKINS, for two years general secretary of the Richmond Family Service Society, has committed matrimony and as Mrs. Arthur Sackett is making her home in New York.

To show what life on an Indian reservation really is and isn't, the Harmon Foundation is lending aid to the production of a series of ten motion pictures in the making of which Edith Dabb of the National Board of the Y. W. C. A. is taking an active part. The pictures will show Indian life without the embellishment of fictional romance and adventure.

New Specialty

WHATEVER a teacher of imperialism may teach, and we haven't the least idea, Commonwealth College, Mena, Ark., seems a funny place to teach it in. But here it is, in the college's own bulletin: "Harold Coy is a teacher of imperialism at Commonwealth College."

MARY CARLOINE CRAWFORD, long active in social-work publicity and money-raising, died recently at her home in Boston.

THE Board of incorporators of the American Red Cross has filled seven vacancies caused by death by electing the following life members: Alfred E. Smith, New York; Mrs. Frederic W. Upham, Chicago; Gen. James G. Harbord, New York; Gurney E. Newlin, Los Angeles; Senator James Couzens, Detroit; Governor Albert C. Ritchie, Maryland; Rear Admiral Cary D. Grayson, Washington.

FRIENDS of Lillian D. Wald of The House in Henry Street, are rejoicing at the news of her steady convalescence from a recent severe illness.

FROM Prof. Francis H. Bird of the University of Cincinnati comes the not-so-good news that the Cincinnati Permanent Committee for the Stabilization of Employment has been merged with a new organization, the Hamilton County Relief Committee, which acts in an advisory capacity to the county commissioners on all matters concerned with relief. As far back as 1929 [see A Going Plan for Steady Jobs by Ruth Brownlow, The Survey, December 15, 1929, page 330] The Survey cheered this committee for its undertakings. That its distinctive long-range program for dealing with the continuing problem of unemployment in community terms should be lost in the emergency relief programs seems just too bad.

EMPLOYES of Grasslands Hospital, Westchester County, N. Y., have formed an organization for which they hope to recruit 100 per-cent membership, to "promote the welfare and well-being of both employes and patients and to carry on a cultural and recreational program for the employes in their hours off duty." Dr. W. B. Morris is president and Miss T. B. Hayes secretary. . . . Grasslands has a new doctor in its tuberculosis department, Dr. Robert Franklin, formerly of Loomis Sanitarium. His chief duties are with adult patients and outside clinic work.

"Who Gives Quickly Gives Twice"

AT the recent fiftieth anniversary meeting of the New York Charity Organization Society Lawson Purdy told a story of the late Otto T. Bannard, for many years vice-president of the society, whose quick, whimsical wit was a delight to his friends as his quick and frequent generosity was to the many social agencies to which he contributed. At a meeting of the Century Association Henry deForest Baldwin, its treasurer, made an earnest plea for money for some purpose or other and wound up with, "*Bis dat qui cito dat.*" Most of the gentlemen present looked a little bewildered, but like a flash Mr. Bannard came back, "Yes, I have always noticed it."

THE Brooklyn Federation of Churches has lost its executive secretary, Rev. Wilbour E. Saunders, whom it acquired less than a year ago on the death of Rev. Frederick M. Gordon. Mr. Saunders has been appointed secretary of the Rochester Federation of Churches, succeeding Rev. Orlo J. Price.

WHEN Homer Folks makes a compliment it is no faint one. "H. Ida Curry and George A. Nelbach have changed the map of New York State," said he at the dinner given in honor of the twenty-five years Miss Curry and Mr. Nelbach have been on the staff of the New York State Charities Aid Association. More than a hundred staff and alumni heard John A. Kingsbury tell of his observations of public-health work in Russia, saw Miss Curry and Mr. Nelbach receive gifts, and united in garlanding Ruth Taylor with congratulations on her election as commissioner of public welfare of Westchester County. Miss Taylor, it will be recalled, began her career as one of Miss Curry's girls.

KATHERINE DEWITT, one of the old-line stalwarts of the nursing profession, who has been identified with its growth and progress since her graduation from the Illinois Training School in 1891, has resigned from the staff of the American Journal of Nursing and after a year of travel will retire to her home in Poughkeepsie. She has been associated with the Journal since 1907 and has figured in most of the major events of nursing history.

THE Anna Garlin Spencer Memorial Committee is asking for the loan of letters, clippings and other material relating to the life of the late Mrs. Spencer, whose long career included leadership in such movements as social hygiene,

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suffrage, peace, the training of social workers, liberal theology, religious education, race equality, the international organization of women, divorce and family solidarity and social education. Dr. Benjamin R. Andrews, Teachers College, Columbia University, New York, will appreciate the loan of any material which will contribute to a fuller knowledge of Mrs. Spencer's career which extended from 1870 to 1931.

Nurses' Notebooks

A SUPERVISOR of the Henry Street Visiting Nurse Service brightened a recent staff meeting by the tale of a mother who explained that she hadn't yet named her six-weeks-old baby because "We wanted to name her Dorothy but this paper from the Board of Health, I guess you call it a birth certificate or something, has a name on it that looks like Female and we don't much care for that name."

Not to be outdone another nurse brought in treasure trove in the form of a letter sent to explain the writer's absence from a meeting of a Mothers' Club. "Dear Mis Nurs," it read, "Is acuse me I canno go to meet forcause my husband died before yesterday at nine oclock. Maybe I go nex week bicaus everything is alrite now."

Then there was the woman at Mulberry Health Center who told the nurse that a certain rather agitated patient "does lots of funny motions with her nerves," and the other who reported of her offspring "Would you believe it nurse, before I could get that child home he had an emulsion right on the street."

THE District of Columbia Social Hygiene Society, looking about for a successor to Paul L. Benjamin as its executive secretary, has made the happy choice of Ray H. Everett, for eleven years with the American Social Hygiene Association as director of its division of public information and editor of its journal.

OXFORD University has long shown its sentience to what is yeasty and stirring in the intellectual life of countries overseas. The trait has had no more happy illustration than the recent appointment of Prof. Felix Frankfurter of the Harvard Law School to the George Eastman visiting professorship. Professor Frankfurter goes to Oxford in succession to Dr. Wesley C. Mitchell of Columbia who has pushed out horizons in economics with a kindred insurgent spirit.

W. FRANK PERSONS, after a browse in other but apparently not greener pastures, has returned to his first love, social work, and has joined the staff of the American Public Welfare Association with headquarters in Chicago. His first assignment was a quick study of the New York State Temporary Emergency Relief Administration.

GAY B. SHEPPARDSON, president of the Georgia State Conference of Social Work, has been promoted to the full title of executive secretary of the State Department of Public Welfare of which she has been acting head since last March.

IT was at the Maine State Conference that The Survey cast a small candle gleam. "You will be interested to know," (and we certainly were) writes Sara P. Anthoine, general secretary of the Family Welfare Society of Portland, "that the conference considered the statute providing for the disfranchisement of citizens because of so called pauper aid. The Survey's illuminating editorial on the subject was quoted in the discussion [see As Maine Went, The Survey, October 15, 1932, page 498]. The matter was referred to the legislative committee which will prepare an amendment to be introduced in the legislature this winter."

THE Chicago Council of Social Agencies has a new committee on statistics and research which will advise the Council's Statistical Bureau and consider problems involving research which are referred to the Bureau. Samuel A. Goldsmith is chairman. All of which has moved Helen Cody Baker to burst into song appropriately yclept, Statistics:

With swear or prayer we tear our hair
When bidden to compile them,
We moil and toil, burn midnight oil
And earnestly revile them.
We seldom send them in on time,
We almost never read them,
But when the Welfare Drive begins
My Glory! How we need them!

THE Survey proudly discovered itself as No. 7 in a list of periodicals for the library of a child-guidance clinic, arranged in order of magnitude of importance by Dr. R. L. Jenkins of the Juvenile Research Institute of Chicago on the basis of citations in Child Development Abstracts, the Bibliography on Mental Hygiene, and a canvass of votes of the staff of the Institute. All the journals ahead of it were technical or semi-technical publications in the medical or mental-hygiene field. The vote of the Institute's staff rated it even higher—No. 4—preceded only by Mental Hygiene, the American Journals of Orthopsychiatry and Psychiatry and the Journal of Juvenile Research.

Good to the Last Shirt

JOHN D. KENDERDINE'S clothes rated headlines recently in a Rochester, N. Y., newspaper. The story goes that J. D. K., who part-times these days between The Survey and the Children's Theater, dropped in to see his old friend Oscar W. Kuolt of the Rochester Council of Social Agencies. Mr. Kuolt, it seems, never stands on ceremony when it comes to getting clothes for people who, he knows, need them. Fixing J. D. K. with a firm eye he said, "John, I need that overcoat." J. D. K. clutched his overcoat around him and escaped. But a fortnight later Mr. Kuolt got the overcoat by mail from New York.

When J. D. K. was next in Rochester he again dropped in on his friend. "John," said Mr. Kuolt, "I need that suit you've got on." "Not on your life," snapped J. D. K. But again came a package from New York with the suit.

Just how many trips to Rochester J. D. K.'s wardrobe will stand no one but he knows. But at this moment he is roaming around The Survey office with a full complement of clothes.

BART ANDRESS, who last spring initiated the United Education Program of the National Social Work Council, and has had a finger in a good many important publicity pies, local and national, has been appointed director of finance and extension of the Brooklyn, N. Y., Bureau of Charities.

THE distaff side of several New York hospital staffs have undergone recent mutations. Isabelle Dennison, recently case-work supervisor with the Brooklyn International Institute of the Y. W. C. A., is now director of social service at the Brooklyn Hospital. Lila Napier for ten years superintendent of nurses at the Lying-In Hospital, now a unit of the New York Hospital-Cornell University Medical Center, has gone to a similar position at Bronx Hospital. Katrine Collins, recently with the Welfare Council and before that connected with Massachusetts General Hospital, is now chief social worker with the House of St. Giles the Cripple, Brooklyn.

THE Boys' Clubs of America have chosen Chicago for their next annual meeting some time in June.

JOSHUA LIEBERMAN, founder of Pioneer Youth and for some time a teacher in the Walden School, has been appointed headworker at Madison House, New York. He succeeds Bernard Ostrolenk who varied his settlement duties with work for The New York Times and who has now decided to give journalism full preference.

MANY a man, weary and heavy laden, will hear with personal sorrow of the death of Col. Charles C. Welte who for thirty-three years has been associated with the Salvation Army's social-service work for men, for the past six as head of the department in the Army's eastern territory. His death is attributed to overwork, persisted in against the advice of his physician.

TUCKED away in a little bulletin of the New York School of Social Work is word of the retirement from the full-time faculty of Kate Holladay Claghorn and Henry W. Thurston, with the School since 1912, and George W. Kirchwey, there since 1917.

VERMONT has a new state Social Hygiene Council with Dr. Charles F. Dalton, commissioner of health, as its president and Harold W. Slocum of the State Tuberculosis Association as its secretary.

THE Chicago Chapter of the American Association of Social Workers steps up with a pungent series of Whereases and Be It Resolveds urging legislative action to permit the state of Illinois to secure funds from the R.F.C. to "replace crowded, unsanitary and unsuitable provision for family life by adequate, sanitary and decent living accommodations."

FROM the forehanded Howard R. Knight comes the glad tidings that the Detroit meeting of the National Conference of Social Work next June will all be under the one spacious roof of the Masonic Temple. The hotels are about fifteen minutes' walk distant, but everything except sleeping will happen at the Temple.

State Conferences Elect

New Jersey Conference of Social Work: PRESIDENT, Jessie P. Condit, East Orange; VICE-PRESIDENTS, Mrs. Otto H Wittpenn (since deceased), David Fales, Jr.; TREASURER, Walter Kidde, Montclair; SECRETARY, Maud Bryan Foote, Newark.

Nebraska State Conference: PRESIDENT, Louis W. Horne, Lincoln; TREASURER, Melanie Gaines, Lincoln; SECRETARY, Edith Dumont Smith, Omaha.

Iowa State Conference: PRESIDENT, Ina Tyler, Iowa City; TREASURER, Mrs. Merton Skelly; SECRETARY, Florence Porter, Des Moines.

Maine Conference of Social Welfare: PRESIDENT, Norman McDonald, Agusuta; VICE-PRESIDENTS, Rev. Ashley Day Smith, Bangor, Sara P. Anthoine, Portland; TREASURER, Elizabeth Leslie, Augusta; SECRETARY, Edith I. Huston, Portland.

Illinois Conference on Social Welfare: PRESIDENT, Rodney H. Brandon, Springfield; VICE-PRESIDENTS, Jacob Kepecs, Chicago; Judge Harry Rock, Ottawa; Agnes Van Driel, Chicago; SECRETARY-TREASURER, Olive H. Chandler; MEMBERS-AT-LARGE, EXECUTIVE COMMITTEE, Mrs. John T. Mason, Wilfred S. Reynolds.

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